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ABSTRACT

These proceedings include 13 "perspectives from the field" and 9 selected papers (with abstracts) from a national conference on recommended policies and practices for investing in youth. The 13 perspectives papers are as follows: "Saving the Next Generation" (Berlin); "Effective Strategies for Investing in Youth" (El-Amin); "Policies and Issues Concerning Youth at Risk" (Jones); "The Meaning of School Reform" (Mizell); "Community-Based Efforts and Youth Development Policy: An Effective Partnership for Latino Youth" (Perez); "From Deterrence to Development: Toward a National Youth Policy" (Pittman); "Investing in Our Youth" (Slobig); "What We Can Do for Our Youth" (Walker, Bailin); "Building a System of Effective Programs for In-school At-risk Youth and Dropout Youth" (Wuest); "What Are Effective Strategies for Investing in Youth?" (Burton); "How to Get Young People Interested in School and Careers" (Cavaness); "Youth Investment: Progressive Empowerment for Change" (Dimopoulos); and "What Should the Government Be Doing to Better Serve Our Youth?" (Johnson). The following papers (preceded by abstracts) are also included: "Improving the Performance and Coordination of Workforce Preparation Programs for Youth through the Integration of Federal-State Performance Standards Systems" (Baj, Sheets, Trott); "Casting a Wide Net: Providing Two-Generational Services to Teen Mothers and Their Children in Portland, Oregon" (Blank, Bromel); "A State Policy Intervention to Create a Collaborative Children and Family Services System" (Fields et al.); "Education that Works: Creating Career Pathways for New York State Youth, Summary of Final Report" (Gillette); "Developing Statewide Systems of Youth Apprenticeships as a Mechanism to Restructure Secondary Schooling" (Harris); "The Youth Apprenticeship Option: A Status Report on the Development of State Systems" (Kazis, Niles); "Pennsylvania Education: Welfare Collaboration Model for Successful Teen Parent Programs" (Lawer, Cromley); "Developing Standards and Measures of Performance for Vocational Education Using the Resources of V-TECS [Vocational-Technical Education Consortium of States] and Other Related Organizations" (McCage, Hattaway); and "Toward a Universal Job Opportunity Grant and Loan for Education and Training" (Zuckerman). (MN)

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INVESTING

IN YOUTH

A COMPILATION OF RECOMMENDED POLICIES AND PRACTICES

NATIONAL CONFERENCE
NEW ORLEANS, LOUISIANA
DECEMBER 9-11, 1992

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Since their initial meeting in 1908 to discuss interstate water problems, the Governors have worked through the National Governors' Association to deal collectively with issues of public policy and governance. The association's ongoing mission is to support the work of the Governors by providing a bipartisan forum to help shape and implement national policy and to solve state problems.

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Preface

The end of the Cold War signals the emergence of a new set of challenges for the United States. As it approaches the twenty-first century, America's stature in the world will be determined more by its economic vitality than its military arsenal. Because it is a prerequisite to the nation's ability to compete globally, workforce preparation has become a priority of all levels of government and the private sector. Many of the nation's leaders have asserted that the United States must attract new investment in high-wage, labor-intensive industries if it is to provide adequate jobs and income for the next generation of Americans. National and state leaders concur that to compete effectively and attract investment, the nation must begin to build a highly skilled workforce that is superior to those in Europe and the Pacific Rim. They contend that this can be achieved by both upgrading the skills of the current workforce and providing substantive skills training to young people prior to their entry into the labor market. In addition, the United States must begin to invest in youth, specifically those who are not college-bound, and arm them with the basic academic competencies required to enter the job market or to benefit from skills training.

The National Governors' Association's annual employment and training policy conference was planned and this compilation was assembled to provide state policymakers and others in the employment and training, education, vocational education, and youth services fields with a range of viewpoints on, and strategies for, effectively investing in the nation's youth to enable their successful integration into the workforce of the twenty-first century.

The first set of papers, "Perspectives from the Field," were solicited from thirteen individuals representing diverse backgrounds and views. They include researchers, policy advocates, program practitioners, and young people. They were asked to identify what they believe are effective strategies for investing in youth, particularly "at-risk" youth. The contributors provide a range of ideas and recommendations for facilitating the preparation of the nation's youth for the world of work. Many of them suggest that the nation should focus on youth development, rather than youth problems. These short papers reflect the views of the authors and do not necessarily represent the positions of the organizations with which they are affiliated.

Although a new federal administration—ushered in by a change-oriented agenda that emphasizes education and job training—is beginning to take shape in Washington, D.C., revenue shortfalls continue to strap state governments, forcing many to redefine their roles or consider retrenchment. The federal government also will find it difficult to address all demands to the satisfaction of program advocates. State and local governments should continue to develop strategies to streamline operations and to improve the quality of services.

Moreover, investing in youth does not only mean expanding the nation's financial commitment to its younger citizens. The United States already expends as much or more per child on education than do many other developed nations. Unfortunately, the nation is not getting the same return on its investment. The academic performance of America's youth lags behind that of students in many European and Asian nations. Although additional resources are needed to address many of these shortcomings, much can be achieved by improving how current dollars are expended.

Toward this end, in August 1992 Congress enacted the Job Training Partnership Reform Act of 1992. Among other things, the act establishes a separate youth program that requires services to be more comprehensive and targeted to the hardest to serve in-school and out-of-school youth. The act also encourages states to consolidate the numerous advisory councils required by a range of federal human resource programs in order to facilitate program coordination and collaborative planning, and to maximize the use of federal funds and avoid duplication of effort.

The nation's record to date suggests that the unmet needs of young people are too great and far reaching for any single entity or program to address alone.

The longer "Selected Papers" in this compilation propose or describe a youth-focused, outcome-oriented initiative that is predicated on promoting collaboration, integrating services, building partnerships, or sharing authority and resources. These include collaborations among schools and social service or training agencies; partnerships between work-based and school-based training programs; integration of state and federal performance standards; and joint state-local initiatives.

The service populations targeted by the programs described in the papers range from specific at-risk youth populations to all out-of-school youth. Two of the papers describe innovative projects targeting teen parents, while another proposes a comprehensive national grant and loan program for all noncollege-bound young adults.

In recognition of the increasing focus on outcomes of national programs, two of the papers address issues pertaining to the performance standards of federal human resource programs. One provides strategies for integrating the performance standards of several federal programs. The other suggests how states can develop and share up-to-date instruments to facilitate compliance with the standards and measures requirements of the federal vocational education program.

Strategies for facilitating the school-to-work transition are detailed in three of the papers. Two papers assess state youth apprenticeship initiatives. The third describes a plan calling for "sweeping changes in public education" to better prepare young people for the workforce.

Collaboration and coordination are the central theme of a paper describing the implementation and accomplishments of a statewide and interdepartmental children and family services system.

In many cases adoption of the models and initiatives described by the authors would require the wholesale reform or significant modification of entrenched bureaucratic systems and structures. The authors' findings suggest that effectively investing in youth will require policymakers and service providers to critically reevaluate current and traditional youth-oriented program, practices, and policies. Nevertheless, the outcomes attained or anticipated by many of the initiatives demonstrate what can be accomplished when a vision is shared, when youth are the top priority, and when barriers are viewed as challenges rather than obstacles.

Perspectives from the Field

Saving the Next Generation

by Gordon L. Berlin

The challenge confronting America and its youth can be summarized in a few facts.

- After increasing steadily year after year for much of the post-World War II period, since 1973—in a major trend reversal—the median weekly wages of full-time employed young men ages sixteen to twenty-four have declined 28 percent, from 1973's peak of $381 to 1991's trough of $274 (in constant 1990 dollars). The weekly earnings of young women employed full time have fallen 11 percent over the same period.
- In 1973 31 percent of sixteen- to twenty-four-year-old male high school dropouts were employed full time year-round. By 1991 only 27 percent of this population was employed full time year-round.
- Among African-American youth (ages sixteen to twenty-four), 26 percent were employed full time year-round in 1973, compared with only 16 percent in 1991. The percentage who reported having no work experience at all increased from 16 percent in 1973 to 47 percent in 1991.
- Marriage rates have declined precipitously. In 1974 40 percent of twenty- to twenty-four-year-old men were married and living with their spouses; by 1990 the proportion had dropped to fewer than 20 percent.
- Not surprisingly, in 1991 one out of every four children born in America was born out of wedlock to a single-parent family; two of every three African-American children began life in a single-parent family in the same year.

These statistics make a well-known but still shocking point: the virtual collapse of earnings and of family formation for young, poorly educated adults. Since demographics often are destiny, these developments are all the more startling. The youth cohort has declined by 15 percent since its peak point in 1982, a much-heralded development that promised to end the nation's young adult employment problems by the early 1990s. You remember the argument: Public jobs programs for youth may have made sense in the late 1970s, when the peak of the baby-boom generation would be entering the labor market, but for the 1980s baby-bust generation, there would be plenty of jobs and thus education and training would hold the key to future employment.

At the high end of the labor market, this argument was prescient. The earnings premium for a college education over a high school education for the average twenty-five to thirty-four-year-old male who worked full time, all year rose from a meager 13 percent additional return in 1979 to an extraordinary 43 percent by 1989. This remarkable development can be traded to the structural transformation of the labor market that has been underway since the late 1970s. It has had three features: a decline in the number of full-time manufacturing jobs, particularly in blue-collar occupations, that paid high wages to those with twelve or fewer years of schooling; a rise in lower-wage, often part-time or part-year service sector jobs for those with no postsecondary schooling; and a major increase in the number of professional, technical, and managerial jobs and high-level sales jobs that paid very good wages but required a college education.

However, at the low end of the labor market, the argument was wrong. Why? Because in the new labor market, the only jobs with growth potential were professional, technical, managerial, or high-level sales. Getting a high school dropout a General Educational Development (GED) certificate would no longer be enough. He would still be mired in the service sector labor market, where it would be difficult to obtain full-time work and wages probably would not be sufficient to support a family. In brief, the changing job structure contributed to growing inequality based on education, a process that has been underway since 1979. The gap is growing because the earnings of the college-educated are rising, while the earnings of the noncollege-bound are falling.

These changes have both short-term and long-term policy implications. In the long run, the structural transformation of the labor market is here to stay. Thus, we need to plot a course that equips virtually all American youth with the educational skills they will need to successfully obtain a postsecondary education. Given the growing percentage of American children who will grow up in poor, single-parent households, new institutions must be created to help nurture the next generation of American children and their parents. In doing this, we will need to ensure that every child obtains three experiences: education, work experience, and an opportunity to provide for his or her community through "service."

Succeeding in education where we have failed in the past will require paying attention to the critical transition points where some children always get left behind. These include moving from "learning to read" to "reading to learn" in the third grade; mastering basic arithmetic operations in the fifth and sixth grades; moving from elementary school and the watchful, nurturing eye of one teacher and the support of one group of classmates to the middle school world in which teachers and classmates change every period; leaving middle school behind and entering high school; and making the transition from high school to the world of work. The goal would be to ensure that no child falls through the cracks. This would require creation of a continuum of options, beginning with innovative uses of Chapter I funding to support tutoring models that try to guarantee success for every student while maintaining a rigorous academic schedule, rather than slowing the pace of the entire class and creating low expectations, as many Chapter I-funded classrooms now do. Summer learning, school-year mentoring, and a model for class grouping that keeps track of students in their early adolescent years may be especially important adjuncts to middle schools. Promising programs like Career Academic that operate in California, Pennsylvania, and other states connect high school students to adults, to each other, and to the labor market by grouping them together for core classes with a particular career focus. To succeed, these efforts must affect what happens in classrooms between teachers and students.

Of course, simply investing more in schools would not be enough. Children go home after school, and the support they can get from their parents to do homework will be an important determinant of who succeeds and who does not. For young people who will not be able to obtain this support, alternative, supportive, after-school environments will have to be created. One way to begin would be to build a youth learning and recreation center in every poor inner-city neighborhood in America. These centers would provide environments to encourage learning while also offering recreation and safety. Opportunities such as these no longer exist in most inner-city areas, and the lure of drugs and crime can be overwhelming when children hang out on the street because they have nowhere else to go. The Door—a comprehensive youth program in New York City offering affiliation, education instruction, adolescent health care, instruction in the arts, training, and recreation—is a good model. Many boys and girls clubs, the local Urban League, Opportunities Industrialization Centers running Quantum Opportunities programs, and community organizations create similar environments to encourage and support school learning. Data from the National Longitudinal Survey (NLS) of young adults suggest that the effort is worthwhile, regardless of how daunting the task may appear. Teenagers tracked by the NSL who were poor when the study first enrolled them at ages fourteen to seventeen but who had good basic skills and who graduated from high school had a high probability of escaping poverty as adults.

Young people also need opportunities to gain meaningful work experience. Currently, the single most important employer of youth is the fast-food industry. McDonald's and Burger King teach more young people about the world of work than do any other employers. The public sector can learn from these private sector employment experiences, and it can help to expand and shape them. For example, the public sector might work with industry to reward those who also do well in school. One way to do this would be to establish a youth training and education account for every young person; young people who successfully achieve academic and work-related benchmarks would receive credits that would increase the value of their training account. For younger youth and those who are unable to obtain employment, the employment success of the Youth Incentive Entitlement Pilot Projects (YIEPPs) suggests it is a model worth emulating. In seventeen cities, YIEPP guaranteed after-school and summer jobs to low-income sixteen- to nineteen-year-olds, provided they remained in or returned to school, and met academic and attendance standards established by the schools. Some 76,000 youth were employed. Overall, 88 percent more youth worked in the demonstration areas than did youth in comparison-group cities. The employment rate of minority youth equaled that of nonminority youth. While YIEPP did not reduce the high school dropout rate, it did provide needed work experience for young people who would have completed school anyway, and one year after leaving school, YIEPP youth did better than youth who graduated from school without work experience. The YIEPP findings are similar to those from other studies indicating that young people with more work experience have smoother transitions, especially when those experiences include good mentoring.

In an era without the military draft, and with schools increasingly segregated by class, youth service opportunities could provide valuable socializing experiences crossing class boundaries, and offering all young Americans the chance to assume responsible roles and contribute to their communities. In schools, colleges, and communities across the country, young people are coming together to build parks, help the elderly, distribute food to the homebound, and meet the unmet needs of the nation. City Year in Boston, the Los Angeles Community Conservation Corps, and programs like them offer young people a chance to learn and serve others; in return, they can earn college scholarships of up to $5,000. The act establishing the Commission on National and Community Service, passed in 1991, will provide some financial help to these fledgling programs, but much more needs to be done. Every young person in America should be given such an opportunity.

But what about the short run? What should be done for those who already have dropped out of school? The honest answer is that we do not know. With the exception of the Job Corps, second-chance education and training responses have not been effective, certainly not for young men. In the 1970s the National Supported Work Demonstration provided transitional work experience in construction, tire recapping, and other occupations for dropout youth who had not made any previous connection to the labor market. The program made no long-run difference in the employment or earnings of participating youth. Similarly, evaluations of job placement programs find no lasting effect for dropout youth. Nor do initial results from two studies of Job Training Partnership Act (JTPA) programs suggest that the transition from the Comprehensive Employment and Training Act (CETA) to JTPA has made a difference. The first findings from the National JTPA Study of the JTPA programs in sixteen sites suggest that these programs did not help many of the young people who participated in them. Researchers believe this was in part the result of who was served by the local JTPA programs studied—that is, they recruited into their programs' most expensive activities, such as on-the job training (OJT), more successful young people, who would have done better on their own. It also appears that the program was not well designed to serve those with special barriers to employment. If the program served more disadvantaged youth, as the recently passed JTPA amendments urge them to do, and changed services to better meet their needs, the impacts could be positive. Nevertheless, they are unlikely to make quantum leaps. Short-term results from the Manpower Demonstration Research Corporation's JOBSTART Demonstration were only modestly more positive. JOBSTART, which operated within the JTPA system, provided dropout youth who read below the eighth-grade reading level with an average of 400 hours of instruction in basic skills and training in an occupational area. Participants were significantly more likely to obtain a GED than were those in a nonparticipating control group. But at the two-year follow-up point, male program participants' earnings had not caught up with those of a control group who did not participate in the program. In contrast to young men, young women had caught up and appeared poised to surpass controls in earnings. However, average earnings gains were still modest. Future longer term results from both of these studies will be important. Public/Private Ventures' Summer Training and Education Project (STEP) offered fourteen- and fifteen-year-old youth who were behind in school and likely to drop out a summer learning, life skills, and work experience program. While program participants improved their educational skills and knowledge relative to a control group during the summer, these gains did not last, and neither school dropout rates nor teenage parenting rates were reduced.

There are a number of possible explanations for these discouraging findings. First, all of the studies were experiments in which the control group participated in other services in the community; none of the studies contained a no-treatment control group. Thus, the study compared the effectiveness of a particular set of services against the services that already existed in the community to determine whether a case could be made for that special set of services being tested. Second, the structural decline in the labor market for young people was so severe that it may have made it virtually impossible for any micro-intervention to succeed. The original War on Poverty envisioned education and training in a high-growth economy, not a stagnant one. Third, the programs may have recruited the wrong group of young people—either not sufficiently disadvantaged, as was possibly the case in STEP (a high proportion of the control group went on to college) and JTPA, or too disadvantaged, as in JOBSTART. These services may have worked better than what was already out there for some youth, just not the group actually served.

While a case cannot be made for giving up on second-chance programs (after all, they make up the control environment the special programs rarely have been able to beat), in the current economic environment they are clearly inadequate.

In considering possible responses, the first thing to recognize is that the employment and earnings trend line that hurtled us pell-mell into the currently dismal situation faced by disadvantaged, poorly educated young adults is unprecedented in the post-World War II period. Their wages and earnings collapsed, even while the position of their better-educated peers was improving. The only similar period in American history is the Great Depression. In some ways, the current period may be even worse: The crack epidemic knows no peer in luring young people into the streets; the rise in single-parent households and two-parent working households means that more children must fend for themselves; the problem is concentrated among minority and inner-city populations who are less able to generate the universal concern required for action; a budget deficit exists, leaving no flexibility for social stimulus; and international competition is putting external pressure on American wages.

Further complicating things is that these are large-number problems—many young people are affected. And looking ahead to the next decade, the numbers will swell significantly. By the end of the decade, there will be nearly 18.6 million fourteen- to seventeen-year-olds, 5 million more than the March 1991 cohort of fourteen- to seventeen-year-olds. More than a third of these young people will be members of minority groups; a third also will be living in single-parent households; and nearly a quarter will be poor or near-poor.

Bold steps similar to those that helped Americans survive the Great Depression are needed. A Civilian Conservation Corps and a Works Progress Administration, revamped to fit the needs of the nineties, both will be necessary. Recognizing that the military draft was a crucial socializer and opportunity path for generations of poor young men, an alternative structure is necessary. The Job Corps should be doubled over a five-year period and, building on the substantial program improvements now underway, the curriculum, occupations trained for, and lengths of training should be modified by extending them up to four years, analogous to a college environment (i.e., two years of traditional Job Corps plus two years at a nearby community college either at the beginning of a four-year program or in a technical two-year program). Programs such as YouthBuild also are promising. YouthBuild is a multistate effort to employ young people in construction rehabilitation, teach them a trade, and provide them with the remedial education they need to succeed in that trade. It is built around a system of empowerment that puts young people in charge of establishing program rules, deciding what policies to follow in renting out the buildings they complete, and making them responsible for their management. Such programs invest in young people over long periods of time, and they vest considerable responsibility in them. With one-quarter of all teenage and young adult African-American males in the state of New York, and in other jurisdictions, under some form of correctional supervision, major investments in training, drug rehabilitation, and employment—similar to those proposed by John Dilulio, a researcher at Princeton University, and by the Substance Abuse Strategy Initiative Program—also are necessary.

Recognizing the inevitability of continuing pressure on wages from international competition, complementary wage supplement policies also will be needed. As many have argued, a full-time worker and his or her family should be able to live above the poverty line.

The message we have been giving to America's forgotten half who are noncollege-bound is to stay in school and to trust in the system. We exaggerated, and youth know it. Getting a high school diploma is no longer enough. A substantial share of young Americans now have no stake in American society. The price for nonaction will be unbearable, as only those who lived through the fearful days in Los Angeles can truly comprehend. Franklin Roosevelt understood the need for action even when the course was no more clear than it is now.

Effective Strategies for Investing in Youth

by Earl El-Amin

Today's youth are plagued by a myriad of problems for which there is no single cure. This society has bombarded our youth with a dual message. The first one says, "go to school, get a good education, so you can get a good job." The second message is one that has our youth preoccupied with immediate gratification—instant coffee; instant potatoes; and "plop plop, fizz fizz, oh what a relief it is." It is not hard to see why innovative and effective strategies are going to be needed as we enter the twenty-first century.

Measures must be taken to better understand today's American adolescents, regardless of their geographic location or socioeconomic condition. We must learn to understand them in terms of the basic needs they, like everyone, must get fulfilled. I have identified a roster of adolescent basic needs that includes a need to belong, a need for recognition, a need for validation, and a need to establish a sense of purpose/importance/achievement.

I have identified the roster of basic needs for a very specific reason. A lack of motivation and preparation for the world of work often results when these basic needs go unmet. These youth problems are rooted in the formative years of a child's life. It is very important that we understand that most children do not lack money, clothes, or diversion, but many do lack the emotional security of stable, loving parents.

To begin to prepare young people for adulthood their concept of self must be enhanced. Engaging young people in role playing gives them the opportunity to see themselves and to look at some of the behaviors they have been exhibiting. Another effective exercise involves directing young people to speak to the first five people whom they encounter, whether at home or in the community. They are directed to wake up and say good morning to their family members. Although someone in the family may curse them or respond negatively, such a response is immaterial and should not impact the process because they are doing the exercise for their own good and for their own development. This exercise allows them to successfully key into their humanity.

There also must be family involvement in any program directed toward youth. All relationships in this society are impacted by and based on the quality of life and the lessons learned within the family. Encouraging families to reinstate the dinner table time will allow them to come together once a day and hopefully enhance family relationships through regular dialogue and improved communication.

For youth to be successful in any endeavor they must develop self-discipline, which often starts with a healthy daily regimen. I suggest to the youth that I work with that there are fundamental things they must do daily: sleep six to eight hours, bathe, exercise for forty-five minutes (four times per week), drink a half-gallon of water, and eliminate fast food from their diet.

Youth in my program also are challenged to devote thirty minutes per day to silent meditation. This exercise allows them to develop an appreciation for solitude, but also enhances their concentration skills. It has been proven that children start to think critically and analytically if they develop their concentration skills. Chess is highly recommended upon completion of this exercise to stimulate critical thinking.

These are a few strategies that have been effective for those youth we encounter. These strategies are not a panacea for all youth, but we have been successful. This holistic prescription coincides with my personal philosophy; for our youth to become productive adults they must first develop their human character.

Some of the strategies we have suggested should start early in childhood to be most effective. Programs such as Head Start and preschool education can play a major role in the implementation of many of these strategies. It also is imperative that parents participate in the process. In instances where the parents lack proper parenting skills, grandparents can serve as mentors.

To effectively invest in our youth we must first determine on whom we will have the most profound long-term impact. My experiences tell me that children are the most impressionable in their formative years. Should we truly decide to invest in our youth, this population should be our priority.

Policies and Issues Concerning Youth at Risk

by Nolan Jones

"At-risk youth" are young people between the ages of approximately eight and eighteen who are deemed to have developed outside traditional social patterns or "normal" processes of youth development. The normal process entails being socialized to understand the "correct" norms and behaviors of society. The family, the school, and the church are institutions created to assist in this socialization process, helping youth to learn correct behavior, norms, and work habits so they will become "responsible" and productive adults.

This passage is difficult for youth who may not have received proper guidance in understanding these normal or correct behaviors because of circumstances beyond their control. While the institutions of socialization do work for a majority of society's youth, a small group falls through the cracks of the process, and they then become at risk to anti-social and delinquent behavior. Youth who are properly socialized through the institutions of family, church, and school develop work habits, understand proper relations with boy and girl friends, develop career expectations, and cultivate skills that will help them negotiate the later difficulties in life as adults. However, at-risk youth struggle with finding a stable home, going to the same school for more than one year, and finding an understanding shoulder to cry on. The conditions of the neighborhood where many of these kids live give them a sense of hopelessness. They must attend overcrowded schools and walk through drug alleys, circumstances that are hardly conducive to building a healthy attitude about society.

Programs developed to assist at-risk youth must be holistic, focusing on the person as well as the social environment. They must be geared toward long-term involvement, because programs of the "quick fix" variety attack only part of the problem. Finally, they must focus on each youth as an individual.

For most of these kids the problem is of a holistic nature, and attacking part of it is like placing a band-aid on a cancerous sore. One sixteen-year-old who was interviewed for the National Governors' Association "Kids in Trouble" project described how a program was helpful for her during the day, but at home the situation was different. "I wish they understood the problems I have at home," she explained.

A good example of a long-term program for at-risk youth is the "I Have A Dream" program. This program started with a speech by Eugene M. Lang on June 25, 1981, to the sixth-grade graduating class of Public School 121 in the Harlem community of New York City. He promised these inner-city kids, many of whom would fall into the category of at risk or disadvantaged, a college education if they remained in school through high school graduation.

But more important, Lang immediately realized that these youth needed ongoing assistance and mentoring in order to achieve the goals of graduating from high school and attending college. He knew all to well the data on high school dropouts and other social ills. He therefore served as a sponsor for the kids, following them day by day. As Lang recently stated, "The sponsor—always an individual—makes at least a ten-year commitment of time and effort."

This is the key to understanding and confronting the problems and social conditions of youth at risk. It will take a long-term commitment by individuals to help each youth overcome their unique problems and succeed.

Many attempts to reach these kids with messages about social ills such as AIDS and drugs have failed because they communicate to the group. (See, for example, the report, *A Window into Urban Youth.*) The underlying assumption is that each of these kids has the same identical problem, and that a single solution will cure all. This is the mistake made by most social service programs in America.

It should never be forgotten that this nation is based on "individualism." Everyone wants to be unique in some form or fashion. But the treatment and care are different when it comes to at-risk youth. Society treats them like someone who goes to the hospital and who, instead of receiving special consideration by his or her own doctor, is given the message that the hospital is overcrowded and there are not enough doctors to examine each individual, so each patient is given the same identical medicine. Of course, this would be considered an outrage. Yet this is exactly how society deals with most people with special conditions who need treatment and care, including at-risk youth.

At-risk youth should be identified at a very early age so that mentoring and socializing can begin. Several studies indicate that kids who learn to read at a very early age tend not to become delinquents at later stages in life. They tend to remain in school and have less proclivity to drug and alcohol abuse and anti-social behavior.

Society must be willing to invest in these kids and to deal with their problems in their neighborhoods. It should not depend on the justice system or special institutions to take care of them. One strategy is one-to-one counseling and intervention as is used in many mentoring programs.

Finally, a flexible school program that can deal with youths from different backgrounds and behaviors must be developed. It should be recognized that some kids will need more attention than others. Special counselors should be enlisted to deal with the whole child. If there is a problem at home, we must assist the child in solving it. Eugene Lang gives a beautiful illustration of this approach. One of his kids, whom he calls "Dreamers," told Lang that his mother's boyfriend threw him out of the house. Lang called another one of his "Dreamers" mothers, whom he knew from previous conversations, and asked her if she could help by taking the youth into her home. She was delighted to accept; indeed she knew the boy from the neighborhood. Lang goes on to discuss other incidents that he negotiated for this youth. But in later years, after three years of college, this youth wrote Lang: "I thank you for giving me this opportunity for making my dream a reality."

The fact is that each at-risk youth can be saved. But society must find the courage and the will to save them not as a group, which could be frustrating and impossible, but one at a time.

The Meaning of School Reform

by M. Hayes Mizell

The nation's current recession and weak economy are powerful reminders that the future is always problematic. Just a few years ago, jobs were plentiful, well-educated young people were optimistic, and productive work, if not high wages, was within the grasp of most high school graduates. The contrast between the high hopes of the 1980s and the reality of the 1990s underscores the need for the nation's public schools to prepare students for labor market futures that are very uncertain.

While most school systems have at least a rhetorical commitment to providing youth with education that will enable them to become self-sufficient adults, for many students the promise exceeds the result. It remains to be seen whether public schools can and will educate all students to succeed in a job market that is radically different from the one of forty years ago. There is good reason to be skeptical about schools' capacities to do so. Instruction is for the most part dull and didactic, and schools' curricula reflect minimum competency and basic skills mandates even though higher order skills, creativity, problem-solving ability, flexibility, and teamwork seem to be the characteristics most likely to enable young people to withstand the vagaries of the economy. If schools continue to operate in this way, the futures of more and more youth will be in jeopardy.

What policies can alter this course? First, policymakers must recognize that serious, deep education reform is an imperative, not an option. It is only through a process of intentional reformation that the cultures, structures, and practices of schools will change. Only these changes will prepare students for futures that are dynamic and unpredictable.

Second, education reform has many faces, but the only face that really counts is the one designed to enhance student performance. No matter how compelling the case for site-based management, school-based services, service coordination, parenting education, and other important issues of the day, policymakers need to give priority to reform that holds promise of significantly increasing what students know and can do. Just as important, they should insist on rigorous program assessment that helps them determine whether or not reform initiatives significantly increase students' personal and academic achievements.

Third, whole-school reform, rather than discrete add-on programs, is essential. Schools often construe "change" to mean providing a new service, creating a special program, or simply doing anything differently. These initiatives usually benefit a small number of students but fall short of altering how the school serves all students. The assumptions, curricula, and instructional methodologies remain largely the same. Only when schools fundamentally reform will they educate all students more effectively.

Fourth, the objective of schools serving grades six to twelve should be to prepare nearly all students to pursue one or more years of education after graduating from high school. Most students are intellectually capable of pursuing a year of technical school or two years of community college, and many could be accepted by four-year higher education institutions. The assumption of most schools that few students should or can seek additional education after high school is a disservice to the students and deprives our nation of highly productive workers. Postsecondary education alone is no guarantee of higher wages, or even employment. Yet in the aggregate it is still true that the more education people have, the better off they will be in terms of income, health, housing, and even personal safety. Schools that focus on preparing students for at least one year of education beyond grade twelve will almost certainly enhance student performance as a result.

Fifth, school reform designed to achieve these ends will not succeed if policymakers do not invest in the only people who can make reform work: building-level teachers and administrators. Investments beyond salaries, supplies, and technology are necessary. Educators need time and support to analyze and reflect on the effectiveness of their current practices, learn from the reform experiences of other schools, and develop new skills for increasing student achievement. Not only do most policymakers fail to provide this time and support, but they also exercise little oversight of how school systems use an important tool for reform—staff development. In many school districts staff development is a wasted resource because it is not part of a coherent strategy to enhance student performance, and staff are not accountable for doing so. School reform requires reforming the attitudes, behaviors, and skills of educators. This is a labor-intensive process that policymakers must understand and support.

Finally, if schools are going to better prepare youth for futures that are challenging and uncertain, they should embrace reform now. Unlike teachers and administrators, students are in schools for only a few years. Every year reform is delayed another cohort of students passes through the system without the skills or self-confidence they will need in their adult working lives.

Community-Based Efforts and Youth Development Policy: An Effective Partnership for Latino Youth

by Sonia M. Pérez

The 22.35 million Latinos in the United States represent more than one-third of the total "minority" population in this country. This reflects a significant increase over the past decade, a trend that is expected to continue. By the early part of the next century, Latinos are expected to become the largest ethnic minority in the United States and to constitute about one-fifth of new entrants to the workforce.

However, research suggests that without substantial educational improvement, the majority of Hispanics may not qualify for new jobs in the changing U.S. economy that require higher levels of literacy and numeracy skills. While the Hispanic population maintains a strong commitment to the workforce, similar progress is not evident in other key areas. Since 1980 there have been slow, modest increases in Latino educational attainment and political representation, and, despite high labor force participation rates, there is a continued concentration of Hispanics in low-wage jobs with limited benefits and opportunities for advancement. Moreover, Hispanic income remains well below that of non-Hispanics, while Hispanic unemployment and poverty rates are higher than those of their non-Hispanic counterparts.

The impact of this social and economic instability has been especially severe for Latino youth and children. The major issues facing Latino youth include the following.

- **Low Educational Attainment.** Hispanic youth remain the most undereducated major segment of the U.S. population at a time when they represent one out of every ten elementary and secondary school students. Among Hispanic youth ages eighteen to twenty-four, 55 percent have completed high school, compared with 75 percent of blacks and 82 percent of whites. Recent national data show that more than one in three Latino youth ages sixteen to twenty-four drops out of high school each year. Additional educational issues facing Hispanic youth include the poor quality of education, segregated schools, poor grade retention, and low rates of college enrollment and completion.
- **Lack of Employment Opportunities.** In 1991 more than one in five Latino youth (22.9 percent) looking for a job could not find one. Because of limited or poor education, the jobs they qualify for and hold tend to be low paying and unstable.
- **Poverty.** Poverty among both Hispanic families and children is on the rise. In 1991 two in five Latino children (38.7 percent) and more than one-quarter of Latino youth between the ages of eighteen and twenty-four (27.6 percent) were poor—a factor that affects their health status, educational outcomes, and economic opportunities.
- **Teen Pregnancy.** Latina and black teens are twice as likely to become parents and more likely to give birth out of wedlock than are white teens. In 1989 Latina women below age twenty gave birth to 88,880 babies in forty-seven reporting states; these births contribute to health problems, mothers dropping out of high school, single-parent families, and extremely high poverty rates.
- **Poor Health Status and Limited Care.** As a result of poverty, poor access, and limited information, Latino youth are likely to receive poor or no health care. This affects their overall health status and their susceptibility to illness. For example, 1989 Hispanic youth ages fifteen to twenty-four were nearly twice as likely to die from HIV/AIDS as were non-Hispanic whites (2.4 percent compared with 1.2 percent).

Although Census data show that two-thirds of Hispanics were born in the United States and that the community is united by culture and language and faces similar problems, the U.S. Latino population is hardly monolithic. Among the more than twenty ethnic groups that constitute the U.S. Latino community, there are those who can trace their ancestry in this country back seventeen generations, as well as those who arrived in the Unites States yesterday—an issue that poses a unique challenge to institutions and individuals working to meet the needs of Latino youth and their families.

To help meet the challenges facing Latino and other minority youth—as well as fill gaps due to the unresponsiveness of mainstream services—minority groups have traditionally relied on alternative institutions. In the Latino community, Hispanic community-based organizations (CBOs) have assumed a special responsibility and demonstrated their ability to successfully provide opportunities to help Latino youth make the difficult transition from adolescence to adulthood. Too often, however, policymakers neglect to consider the critical role CBOs play in youth development efforts. Moreover, youth policy development and implementation that reflect and include these local efforts is needed at the state and national levels.

With the growth in Latino single-parent families, the rise in substance abuse and gang-related crime, and lack of economic opportunity, Latino CBOs face extremely difficult challenges. However, as trusted and recognized institutions in the community, these CBOs fill a critical role in nurturing Latino youth. In addition to providing a range of social, educational, and health services, they also provide Latino youth with safety, stability, and hope for a variety of life options. Some more-established CBOs are well-positioned to participate in the public policy arena and have begun collaborations to advocate on behalf of Latino youth.

Three affiliates of the National Council of La Raza, the nation's largest constituency-based Hispanic organization, provide examples.

- In Milwaukee, Wisconsin, El Centro de la Comunidad Unida/the United Community Center (UCC) has been nationally recognized for its youth development work. UCC offers services that range from gang and substance abuse prevention to sports and music, uses a comprehensive approach, and combines educational services with recreational activities.
- At Chicanos Por La Causa in Phoenix, Arizona, a teenage parenting program provides girls and their partners an opportunity to complete their high school equivalency certificates and participate in job training to enable them to become self-sufficient.
- In Houston, Texas, the Association for the Advancement of Mexican Americans (AAMA) operates the George I. Sánchez Junior-Senior High School—the first accredited alternative high school for Latino youth dropouts in Texas. AAMA coordinates education, employment, and social services.

As the nation enters the twenty-first century, reducing educational and economic inequality between Hispanics and the rest of society has become not just a moral preference, but an economic imperative. Latino youth represent the next generation of workers and taxpayers supporting Social Security, Medicare, and other tax-based services. If they remain undereducated, undertrained, and underemployed, the impact will be felt not only by Latino families, but also by the U.S. economy. To help ensure a brighter future for Latino youth, policymakers must call upon and look to strong community-based efforts to help shape the nation's evolving youth development and youth policy agenda.

From Deterrence to Development: Toward a National Youth Policy

by Karen Pittman

America has noticed its youth. There is widespread concern about youth problems and there is widespread agreement that something must be done. Policies and programs for youth are fragmented and by and large inadequate. Yet this issue goes beyond inadequate services. There is an inadequate vision of what needs to be done with America's youth problem.

Why do we as policymakers, program directors, and citizens believe that it is appropriate to cut summer youth jobs programs to pay for substance abuse treatment? Why do we accept the notion that it is logical to charge a fee for after-school recreation programs while offering free remedial education? Why are our efforts to respond to the needs of high-risk youth so decidedly problem-focused? It is because we are locked into a mode of linear, one-track thinking that suggests that youth problems must be fixed before youth development can occur. The result of this thinking is that services that promote youth development often are pitted against, rather than linked to, those services designed to forestall youth problems. The result is a disjointed array of policies and services for youth.

At one extreme, there are policies and programs for "troubled" adolescents and young adults, including court-involved youth, youth in foster care, emotionally disturbed youth, and runaway and homeless youth. The programs and services for these youth focus on treating their problems. At the other extreme, there is a rich array of services and supports available to children and youth who are deemed "problem-free." Frequently sponsored by community and private nonprofit organizations, these programs tend to impact some of the experiences necessary for adult success. In the middle precious little is available to help troubled or at-risk youth move from receiving treatment and problem-prevention services to exploring opportunities to develop the skills and traits essential to succeed as adults.

Far too often, youth are presented with ineffective prevention strategies ranging from punitive policies that withhold a desired privilege (e.g., team sports and driver's license) from students who are not enrolled or not doing well in school, to extremely targeted programs and curricula designed to help students avoid particular high-risk behaviors. Equally often, these youth are denied opportunities to engage in meaningful tasks because we define their needs too narrowly. Why, for example, do we traditionally associate service learning with college-bound, well-prepared youth, but consider employment training as a second-chance system for noncollege-bound youth who generally lack both vocational and academic skills?

The best way to truly help youth in high-risk settings and situations is to provide them with the same types of supports and services other adolescents need. This means engaging youth, their families, and their communities to develop the skills and potential of young people and to help youth define and achieve their goals. In shaping those goals it is equally important that we provide youth with evidence and examples of why risk-taking behaviors can inhibit or diminish their ambitions. This approach is valuable for two reasons. It recognizes that we have created a bloated, vastly overextended, system of treatment/intervention (or secondary supports) while ignoring, to the detriment of all youth, primary supports that build competencies and prepare adolescents for adulthood. It also promotes a unified youth policy. Rather than stratify and segregate at-risk and problem-free young people, it connects intervention, treatment, and prevention with development.

There is an unprecedented opportunity to move a national youth agenda in this country—an unprecedented opportunity to build a base of community supports and opportunities for young people. But a massive paradigm shift is required if this agenda is to have development, rather than deterrence, as its base. The operating assumption must shift from thinking that youth problems are the principle barrier to youth development—and therefore that the focus should be on problem prevention—to thinking that youth development serves as the most effective strategy for the prevention of youth problems. There is a need for a rich, new vision that is built on theory and research, supported by practice, bolstered with ample evidence, and made operable with strategies—a vision that resonates with all who must endorse it, including young people.

This vision is youth development. At its core are two basic assertions and corollaries.

- **Assertion One:** *Youth development is an ongoing process in which young people are engaged and invested. Throughout this process, young people seek ways to meet their basic physical and social needs and to build the competencies and connections they perceive as necessary for survival and success.* **All** *youth are engaged in the process of development.*
- **Corollary One:** Promoting youth development therefore requires understanding, assessment, strengthening, and integrating not just "youth development" programs, but the full complement of people, places, and institutions that form the ecological environment in which young people mature. Youth development occurs in the context of families, institutions, and communities. It is not the domain of any single set of organizations or actors. To the contrary, all institutions and individuals that touch youth's lives can have an impact on their development. Whether and how young people meet their basic needs and acquire the maturity, confidence, and skills critical to full societal participation depends on the quality and constancy of the overall influences in their lives.
- **Assertion Two:** *Youth development is marked by the acquisition of a broad range of competencies and the demonstration of a full complement of connections to self, others, and the larger community. Confidence, compassion, commitment, and character are terms commonly used to express the attitudes and behaviors that determine whether and how learned competencies will be used.*
- **Corollary Two:** Promoting youth development therefore requires attention not only to the *content* of what is taught and shared, but also to the *contexts* in which learning interactions take place. Learning is mediated by individuals. Engagement—the active connection of youth to self, peers, adults, group, and community as both recipient and doer—is a prerequisite of competency development. Skill building is best achieved when young people are confident of their abilities, contacts, and resources. This means that young people need to be nurtured, guided, empowered, challenged, and asked to do important work. It means that they have to be engaged in constructive relationships with peers and adults.

If accepted, the implications of these assertions are considerable. They suggest needed changes in the way services and supports for youth are planned, prioritized, structured, delivered, and assessed. They call for an examination of the fact that a disproportionate share of resources and attention is focused on the narrow goals of academic training and vocational placement, without understanding the importance of developing "non-credentialed" competencies such as personal and social skills, or of developing the confidences and connections that come through meeting youth's needs for structure, relationships, membership, independence, and opportunities to contribute.

Our role as policymakers, program directors, and citizens is to create environments in which young people can develop the confidence, caring, and competencies necessary to lead independent and productive lives. Because research strongly suggests that no single organization, program, or person can ensure the healthy development of young people, we must create a web of supports that extends from the family outward. Schools are a critical part of this web. So, too, are the array of organizations—public and private—that offer young people opportunities to take healthy risks, make real choices and contributions, and form lasting relationships, as well as those designed to help youth cope with serious problems.

Investing in Our Youth

by Frank Slobig

When you hear the word "investment," what immediately comes to mind? Wall Street? Donald Trump? Junk bonds? Profit? Returns? Banking? Money? According to Webster, to invest is "to commit money in order to earn a financial return." With the current hypersensitivity about deficits, a profitable rate of return clearly is a desirable objective.

For many, perhaps, thinking in terms that have financial and economic implications is the "in" way to conceive sound public policy and effective program approaches to address the present and future needs of young people and our nation. We all are familiar with the Mr. Goodwrench argument—"you can pay me now, or you can pay me later." It is eminently sensible to make sound, strategic, and early investments in young people in order to prevent more costly, longer term outlays in the future. Such systematic investments with a potentially big payoff are simply good business.

But is this business-like approach to human capital development the best way to go? It is certainly in vogue and tending toward becoming a dominant theme in today's lexicon of legislative lingo. Let me suggest that using narrow economic terminology has distinct limitations and should not dominate the discussion. To invest, however, is a good term. Let's look more closely at how Webster defines the word. It has an even broader meaning that may in fact be much more pertinent and powerful in contributing to a change in how we as a society view young people.

To invest is "to furnish with power or authority; to grant someone control or authority over." If we are really serious about investing in young people, then it means we need to see them neither as objects of concern, nor as deficits to be dealt with. We need to stop focusing on the negative dimensions of what is lacking in young people and how much remediation they require—the pathological model that has been all too prominent in defining and specifying our approaches to addressing the needs of so-called "at-risk" youth. We need to shift our sights dramatically and begin to see all young people as contributing forces for good, no matter how low some of them may fall on the barometers of capability that have been the prevalent, conventional norms of measurement. Poor, ill-educated, minority youth are a potentially powerful resource for change. That "youth as resources" theme needs to become the predominant paradigm that drives our basic policy and program choices.

Empowering someone else is an equalizer, a move toward responsibly establishing a level playing field—a fairer place to compete. Empowering others also can be risky. It can be threatening to some adults who may fear a loss of status and control. But share we must. A redistribution of access to power is imperative. Hurt, frustration, resentment, and anger seethe and simmer just beneath the surface waiting for the slightest excuse to burst forth with explosive and destructive force. It may be in single, isolated incidents of child abuse, in posturing acts of braggadocio, or cataclysmic eruptions of collective unrest.

Our investment, our empowering, particularly of those who appear to be powerless, must begin as early as possible. Young people who are invested, involved, and participating in substantive ways can be transformed. Systematic large-scale involvement in youth service can be the vehicle for changing lives, changing public perceptions of who young people are and what they are capable of, and changing the way schools and youth-serving organizations do business.

Service learning is a key for a society that wishes to unlock youth potential. Service opportunities enliven the traditional classroom environment, supplementing the "three Rs" with personal development. Through service, our youth see how they are attached to a larger, interdependent world where they are recognized as partners.

Martin Luther King once said, "Everyone can be great because everyone can serve." Too many of our youth spend their lives in classrooms without confidence in their chance to have an adjective like greatness attached to their deeds. Service learning gives these youth a chance to contribute, to act with dedication, and in return to experience appreciation. Systematically implementing service learning in America's classrooms provides our youth with the chance to gain more control over their lives, thereby seeking to include all of our students rather than adhering to the standard economic assumption that some get ahead while others must be left behind.

Youth service represents an investment that offers society great dividends. Students as well as communities will be the beneficiaries. While the benefits of such an investment may not easily lend themselves to dissection in traditional, quantifiable terms, one thing is certain. America can no longer afford the cost of overlooking our greatest natural resource.

What We Can Do for Our Youth

by Gary Walker and Michael A. Bailin

For American youth to have a good chance at a successful and enjoyable childhood and at growing up into productive, healthy, and responsible adults, it seems to us that five conditions—all of which are amenable to public policy initiatives—should prevail:

- the ongoing guidance and support of at least several adults interested in the youth's healthy development;
- diverse opportunities in school to be successful at learning;
- a neighborhood environment that provides youth with a dominance of healthy, legal, and productive activities and opportunities over illegal and destructive activities and opportunities;
- an adequate array of health and other supportive services to ensure that each youth can take advantage of his or her special talents and of surrounding opportunities; and
- the frequent opportunity to know about and experience a diversity of ways to make a living as an adult.

These are not utopian conditions. They don't require great family wealth, two-parent families, neighborhoods without any crime and drugs, or private schools awash in the latest technologies. They do require a commitment of public and private resources that are aimed at meeting those conditions.

It is easy to despair that public policy can produce those conditions on scale, or with consistency. It has been unable to do so to date. But the fact is that the majority of our efforts in the past two decades have focused on finding simple solutions to problems rather than on creating conditions that generate success. The former hasn't worked. The latter may be harder; but until we've tried, it's premature to throw in the towel. The modest number of efforts that have been made at creating positive conditions for youth development provide some critical lessons: don't confuse process with substance, and don't think either alone is adequate; don't substitute numerical goals for concrete strategies; don't be fooled into thinking institutional change and integration can be done on the margin, and will be pleasant for the adults who run those institutions; admit that change requires up-front investments in both substance and process, and must be guided by monitorable principles; and admit that change is composed of concrete and definable activities as well as new attitudes and structures.

We are a long way from proving that we can create these conditions. Yet we have created durable pieces of the larger puzzle and, in some cases, have satisfied several of the conditions laid out above. Some programs—like Head Start, STEP, and Job Corps—we have learned to multiply *en masse*, with little loss in quality or effectiveness from the prototype. The Boston Compact provides a model for substantially expanding employment opportunities for poor urban youth. Youth service corps and YouthBuild programs have been able to create socially productive as well as supporting, guiding environments. The private voluntary agencies, such as Girls Inc., big brothers/big sisters, YWCAs and YMCAs, and boys and girls clubs, have been consistently attentive to youth's needs for fun and safe havens, for adults who care beyond one semester or one summer camp, as well as for education and skills. There are more than a handful of schools that have transformed themselves into diverse learning environments for youth.

None of these pieces alone is sufficient to change the life trajectories of large numbers of youth. But their existence shows that there is little mystery—only imagination, resources, and competence—about creating the concrete parts. It is putting them together that eludes us.

The challenge facing us now is fourfold. First, we must define a set of conditions that have monitorable operational implications, enough flexibility to accommodate local variance, and enough substance that their existence really would improve the life prospects of many youth. The conditions may not be exactly those laid out above, but some credible group of conditions needs to be developed to guide us. Second, we must establish administrative structures at the federal, state, and local levels with the purpose and power to see that those conditions are met. Occasional coordination among public agencies with unusual leaders (excellence by exception) simply is not sufficient; the practice of coordinating public and private resources to meet substantive conditions needs to be institutionalized. Third, we must allocate sufficient investment resources so that local communities can learn and implement those things that are proven (i.e., workable pieces of the puzzle). Recreating the wheel under the banner of local creativity is too hit and miss. Fourth, we must admit that our youth are as important as any single thing government now focuses on, in both annual operating resources and election rhetoric.

These are not easy challenges. And, even if they are met, they alone will not secure all our children's futures. For without a healthy economy, sound social policy will still leave many youth as well as adult casualties. Sound social policy for our youth and sound fiscal and economic policies must not be seen by our leaders as alternatives.

In short, we have some sound program tools. We should be able to articulate principles and conditions to guide us in using those tools in a more coherent fashion. We've experienced, and therefore ought to be able to learn from, the pitfalls of design and implementation that the few broad youth improvement initiatives to date have been through. Some durable commitment, more resources, and a hardheaded priority to create youth development conditions in every community are in our judgment America's best shot at producing large-scale improvements in the lives of our youth.

Building a System of Effective Programs for In-School At-Risk Youth and Dropout Youth

by Jack Wuest

Times are tough. The adult world that young people are growing into is uncertain and unclear. Finding and holding a job that will pay them a living wage is becoming very difficult. The real unemployment and underemployment rate is more than 13 percent (17 million adults cannot find work or can find only part-time work). Many of the people who are working full time worry that they may be fired, and they watch their wages failing to keep up with rising costs. Meanwhile, national, state, and local governments are broke, in debt, and seriously crippled as they try to deal with the serious problems of the economy.

Chicago is a good example of the problems we face as a nation. In the past ten years federal cuts have eliminated billions of dollars of funding. For example, Chicago's employment and training funding has gone from $388 million in 1982 to $55 million in 1992—a cumulative ten-year loss of $3.4 billion. Over the past ten years these funds could have trained 750,000 adults and youths—75,000 per year. Moreover, since 1979 private businesses have eliminated more than 120,000 good-paying manufacturing jobs. Black and Hispanic youth joblessness is 81 percent and 56 percent, respectively, their dropout rates hold at 45 percent, and less than 12 percent of the graduating seniors have skill levels at the twelfth grade. Every year 29 percent of all young black males ages twenty to twenty-nine are arrested and jailed.

What these statistics reflect is an economy that is creating too few jobs and far too few high-wage jobs. An increasingly, competitive global economy demands a long-term, forward thinking, planning, and acting ownership class; capital formation, investment, and research and development for long-term returns; and a highly skilled workforce. Various reports, including *America's Choice: high skills or low wages!*, *Made in America: Regaining the Productive Edge*, and *Gaining New Ground: Technology Priorities for America's Future*, flesh out the problems, challenges, and specific steps that our country should take to turn around the fundamental economic decline that has hit a majority of people in the United States These reports correctly place youth school-to-work transition issues among the broader analysis and recommendations for rebuilding and reviving the foundations of our economy. Without this overall economic development plan, we will train and prepare our young people only to send them to low-paying jobs.

A key part of any school-to-work transition system must be to focus on successfully educating and training in-school at-risk youth and dropout youth. To develop a system of programs that successfully teach and train these at-risk and dropout youth we should begin with what works at the individual program level, looking at what are the characteristics, components, and overall design of successful programs. Then our challenge is twofold: first, how to redesign and revamp the current secondary and postsecondary school and employment/training systems to utilize these best practices for in school at-risk youth; and second, how to develop and expand a system of programs for dropout youth also utilizing best practices for dropout youth.

While working to develop and build this school-to-work transition system, we should keep in mind W. Edwards Deming's key points to improving quality in systems. Since he taught Japanese businesses the skills they are using to beat our systems soundly and convincingly, we would do well to make these ideas real to the system that we develop. They include:

- creating constancy of purpose toward improvement;
- adopting the new philosophy to no longer live with ineffective work;
- constantly improving the system of service;
- instituting training on the job for all workers (front-line and managerial);
- instituting leadership;
- driving out fear;
- breaking down barriers;
- eliminating slogans, exhortations, and numerical targets;
- eliminating work standards (quotas) and management by objectives;
- removing barriers that rob workers and participants of their right to feel pride in their work;

- instituting a vigorous program of education and self-improvement; and
- putting everyone in the system to work to accomplish the transformation.

These points work both at the individual program and system levels. Effective leadership of the system is the key to making all of this happen.

There is extensive research and experience on how to develop and support effective education and training programs for youth (at risk, dropout, regularly achieving, etc.).

The reports outlining these ideas are endless, ranging from the 1979/1980 Department of Labor youth employment knowledge development reports to three of the best current reports: *School Works: Reinventing Public Schools to Create the Workforce of the Future* by William Nothdurft; *Apprenticeship for Adulthood: Preparing Youth for the Future* by Steve Hamilton; and *Reducing the Risk: Schools as Communities of Support* by Gary Wehlage.

We need national leadership to get these and other reports, plans, and recommendations off the shelf and down to the neighborhood level in order to build a system of effective programs across the country. We have to move from "demonstrations" and "models" to building a coherent system that encourages and develops local neighborhood-based programs, using the information that tells us what the characteristics and components are of programs that work for in-school at-risk youth and dropout youth.

Based on my twenty years of experience in working with alternative schools and on these and other reports, particularly the research and writings of Wehlage, following are the key components and characteristics of effective programs for dropouts and at-risk students.

- The program is comprehensive, providing education, employment, skill training, support services, and other needed services.
- The program is locally administered and governed (i.e., admission, dismissal, course offerings, and content are determined at the local site). Programming is based on the needs and goals of students; input from students, staff, and business and community people; and the economic and social realities of the community. The program has a distinct identity (name) and special facilities (phone, secretary, aides, etc.).
- The program is coordinated with other education, training, and support services programs in the neighborhood.
- Centers have direct and tangible relationships to employers (i.e., these centers work closely in coordination with local business).
- The program has clear goals and objectives.
- Strong program leadership is provided by a capable principal/director.
- Program size ranges from 50 to 400.
- Classes are small, with a teacher/student ratio of 1 to 10.
- The program is located in places that minimize student fears and their sense of past failure.
- An intake/enrollment process assesses students' skills and short- and long-range goals in order to ensure that the educational program is as useful and successful for the student as possible.
- Teachers have optimism about student success, assume personal accountability for student success, see themselves in an extended role, believe in educating the whole student, and practice "caring" advocacy. Teachers have high expectations for student behavior and strong and flexible expectations for student academic achievement. A collegiality is developed for a cooperative team effort, and teachers feel personal reward in the success of the program. Finally, there is a strong emphasis on having competent, caring, experienced teachers.
- Students are there by their own choice. A positive peer culture develops and students support program goals. A family atmosphere is developed, and students engage in a cooperative effort to help one another achieve and succeed.
- Curriculum materials are relevant to student interests and relevant to the economic and social realities of their lives and communities. Education is experiential, with new roles and opportunities for the major actors.
- The program is shaped according to students' needs utilizing various teaching strategies and other

methods to increase student participation to engage them as active partners in their education.

- There is a plan for ongoing teacher and other staff training and support.
- There is a plan for internal and external evaluations.
- There is a plan for participants to earn a high school diploma or General Educational Development (GED) certificate.

To build a system utilizing these system and program design guidelines, strong and informed national leadership at the federal government level is absolutely critical. This leadership must develop financial incentives for the redesign and revamping of existing public and nonpublic secondary, postsecondary, and employment/training programs and systems at the local and state levels that work with at-risk and dropout youth.

There are excellent public and nonpublic programs across the country successfully working with at-risk and dropout youth. Now we must greatly expand the numbers of these programs and shape them into a comprehensive system for youth, so they can become productive adults who are able to earn enough money to take care of themselves and eventually support a family.

What are Effective Strategies for Investing in Youth?

by Craig Burton

My name is Craig Burton and I am a participant in the YouthBuild St. Louis program. I was elected by the other youths in the program to be the chairman of the Policy Committee and the co-chair of the Youth Caucus.

The Policy Committee is a peer group that deals with internal issues as they relate to the individual youths and the program as a whole. In addition, the Policy Committee strives to address pertinent community issues and to lobby local officials and private corporations for legislative consideration and monetary aid.

The Youth Caucus consolidates the most important local issues into a valuable national initiative. An example of this is the Common People program for YouthBuild graduates, which provides post-graduate counseling and support for graduates who are working in construction jobs or apprenticeship programs. Common People also offers graduates leadership opportunities to work on local and national issues of concern to young people.

YouthBuild has provided me with a variety of educational supports, practical life skills, and innumerable construction trade skills. Most important, I have learned excellent leadership skills both on the local and national levels. Attending the YouthBuild leadership conferences in Washington, D.C., has greatly improved my public speaking ability before legislators and during national news conferences.

Other youth programs having an impact in the St. Louis area include Basic Education Job Skills Work Experience (BJW) and "Pick Up St. Louis." Both programs are funded under the Job Training Partnership Act (JTPA) and provide high school equivalency education and work-related skills training. However, these two programs provide only a maximum of six months of internship. Lengthening the youth training/educational programs to a minimum of one year would greatly enhance students' opportunity to achieve their education and training goals. Increased funding also would contribute greatly to the overall success of each program. With increased funding each organization would be able to hire additional staff, including full-time counselors. Young people should be allowed to participate in more than one training program, particularly if only minimal time has been spent in the first program.

Realistic job opportunities after program completion should be pursued and provided for. Follow-up support subsequent to job placement should be a requirement of every program and counseling also should extend past graduation. The monetary rewards should be equally distributed between the educational and job training components.

Implementing the above suggestions would enable youth programs to leap over two major hurdles.

- JTPA program regulations should allow paid work experience programs to be longer than six months.
- YouthBuild, specifically, could be afforded funding under the JTPA legislation and the program's dependence on private funding would be greatly diminished.

In my opinion, YouthBuild St. Louis offers much more than the average youth program. However, only with the revision of existing state and federal legislation and the procurement of vitally necessary monies can our dream of an efficient and top-rate youth program be realized.

How to Get Young People Interested in School and Careers

by Lois Cavaness

I am eighteen years old and a senior at Istrouma High School. I also attend Baton Rouge VoTech, where I am studying graphic arts. This past summer I was enrolled in the Summer Youth Employment Program, which has done a lot for me. The program has given me the working responsibility every teen needs. I have worked in the summer youth program for the past three years. During my first year I worked as a tutor at Prescott Middle School with LEAP students, students who are underprivileged but special in their own way. They were real great. The second year I worked in a cafeteria at Prescott Middle School, which was a very exciting experience. The third year I worked at a North Dale Magnet Academy with eighth- and ninth-graders. These were students who had failed the summer youth test, had failed two or more subjects during the school year, or who were weak in a certain subject. I really enjoyed being in the summer program. It has taught me a great deal about working with people and helping people when they are in a time of need. I would not do anything to change the program, except make it a little longer.

The reason I chose to write on "how to get young people interested in school and careers" is very simple. Too many young adults are not interested in school or a career. They seem to have low self-esteem, no motivation, and little self-confidence.

They are the ones who are always being put down by others. They usually don't get a chance to prove themselves. They really need the encouragement of their family, friends, and peers. Such encouragement would go a long way in school and at work. Young people would especially benefit from the encouragement and motivation provided by responsible adults. There are a variety of ways in which work and school can provide opportunities for such growth.

Young people usually derive more personal satisfaction from their work experiences than from their school experiences. They tend to excel in activities that reward their efforts and are encouraged by what they perceive as meaningful work. Work also allows young people to make a valuable contribution to their families, in the form of the wages they bring home. Young people value work more than going to school. Working enhances a youngster's view of himself or herself.

Many schools have failed to socialize youth for work and the workforce. Teachers allege that schools are unable to prepare youngsters to function adequately in the workplace.

To get young people interested in school they should be exposed to information about jobs and careers in junior high school, as I was. Students who are having trouble with school should receive one-on-one help from individuals who are caring and don't put them down, like some teachers do. Also, the summer youth program should allow students to work in jobs similar to their vo-tech training, so they can learn more about careers and improve their skills.

Efforts are underway to increase the number of young people with good basic skills and to encourage their graduation from high school, so they can go on to college or get a good-paying job and form healthy families. Some things that turn youngsters away from pursuing school and a job are peer pressure, low self-esteem, personal problems, drugs, alcohol, and pregnancy. I wish that everyone could get the encouragement and hope to fulfill their dreams and to soar beyond their highest limits—just as I have.

Youth Investment: Progressive Empowerment for Change

by Kathleen Foula Dimopoulos

The hardening of the heart is not so difficult to comprehend. If you look around, you find that a lot of children are hurting. Perhaps that is why 500,000 young people attempt suicide each year, and why 5,000 succeeded, according to the National Center for Health Statistics. Perhaps those who attempt suicide do so because of the many problems in today's world, including homelessness, sexual abuse, poverty, HIV, and AIDS. One in four children below the age of six lives in poverty. More than 4,000 students drop out of high school *every day*. That is approximately 1 million young people dropping out of school each year. These are frightening statistics. Yet it is important to remember the human faces behind each statistic, the potential waiting to be discovered. Each face hiding behind these statistics is a person—we must not forget this fact.

It is easy to look at young people today and call the "twenty-something" generation apathetic, especially when you only look at the statistics. However, if you look closely, it is this generation that is proactively engaged in combating the social ills of our country.

For example, Berea College has made a strong commitment to youth and a strong commitment to investing in the young people attending the college. One of its programs—Students for Appalachia (SFA)—is among the strongest service-oriented programs at all levels—local, state, and national. I am the program coordinator of Girls Only (GO), one of nine SFA programs, which mentors junior and senior high school girls. Most of these girls come from broken homes and have low self-esteem. They have not been shown that they are a resource, that they possess personal creativity, or that they have personal ideas to offer society. Empowerment is one of the key goals of Girls Only. Empowerment comes from showing the girls that they have the potential to break the negative cycles begun at home, have the potential to be leaders, and have the power to change society. Service has provided and acted as a key avenue to show them they can help others and thereby feel better about themselves. Recently, I talked with one of the girls. She told me that she had a 3.3 grade point average, had stopped drinking and smoking, and was staying in school. This is exciting because last year she was failing a lot of classes, was involved in an unhealthy lifestyle, and had a really low self-image. That is what makes programs like SFA so important. Investing in young people, whether through money, time, or resources, acts as a catalyst for change.

The question then becomes how do we invest in young people? What is the most effective way for this to happen? I firmly believe that service is one of the most positive and effective means of encouraging, investing in, and building our young people. Through the empowerment of the young, they learn to give, to see the world around them, and to challenge others as well as themselves. When given a chance, young people create visions and engage in proactive pursuits.

It is troubling for me to step back, observe my world, and see so many mechanical actions and masks—even in this small corner of Berea, Kentucky. President Bush recently said that we need to change our behavior with regard to the HIV and AIDS epidemic. He is right about one thing. We really do need to change, but in all areas. Even if it means buying a homeless person a meal, tutoring a child, or being a helpmate for a person with AIDS. Do we think the United States is so great that we cannot even see the change that needs to happen? I truly hope we haven't become that blind or that hardened.

Surprisingly enough, as I look around I do find that people have become selectively blind. Sometimes it makes me angry. Other times it makes me sad and frustrated. But we who are young and who will inherit the land are making steps toward needed change. I never realized how much power a young person can have. We have a lot of influence, a lot of power. The problem has become finding the resources and outlets to utilize our voices and our experience. Investing in young people provides and allows us an outlet to give us the power to change our corners of the world. And it is through these avenues—the actions one human being proactively engages in to aid, educate, and bring a better world to others—that we empower others—the young, the old, and our peers—to make changes. Without our youth and without investing time, money, and resources in young people, we can only dream of a better world.

Young people possess a dream and a drive for a better tomorrow that does not allow defeat. We are the visionaries of our society. It is an age-old concept. Young people have always served as initiators of change, of hope and of vision. And without them and their zeal, our society and quest for a better world dies. Service has become a way of life—indeed the meaning of life—for myself and others. We believe in the investment of the young by those who are older as well as those who are themselves young. We must believe in the progressive cycle of empowerment—the continued investment in the young by all members of society—and we understand the truth in the words of Robert Kennedy:

"Our answer is the world's hope: it is to rely on youth. This world demands the qualities of youth; not a time of life but a state of mind, a temper of the will, a quality of the imagination, a predominance of courage over timidity, and appetite for adventure over the love of ease."

This is my reason for believing in the power of young people, to resist the oppressions and the contradictions that lead to destruction. This is why you should work to empower young people and why you should invest in them, especially through the avenue of proactive service. It is not enough to give verbal acceptance and approval. Words must be followed by actions.

What Should the Government Be Doing to Better Serve Our Youth?

by Erin Johnson

Although the government is doing some things for our youth, it should be doing even more. I think the number one thing that would help the youth in this country is more government funding—that's the basic thing.

With this funding, our schools need to be modernized. Our schools are so run down. For example, one of our schools in New Orleans has bats flying in the cafeteria. All of our schools should have central heating and air conditioning.

Breakfast and lunch should be free for everyone. We need to be healthy to be able to concentrate in school. Even though some students aren't receiving free lunch, their parents may not have money to give them to buy lunch. And some students who have money for lunch don't eat because they would rather spend the money on something else.

Government funding should be spent on better books for our schools. Our books are old and in bad shape.

There should be more classes to help all high school students perform better on the ACT and SAT exams. We hear about what is being done for students in other countries and how well they are doing, but we are not being prepared like we should be.

More scholarships should be available. Only some kids—the top 5 percent—seem to get the scholarships. The others need help too.

More government funding should be used to run more summer job programs like the ones I've participated in. This keeps the kids off the street. More jobs also should be provided to prepare them for the "real world." We need more after-school job programs so more kids can participate. In addition, students who are behind in certain subjects could get tutored in the after school program as well as work.

We should have more teachers and classes for special education students. It's not fair that special education students have to stay in one classroom all day.

We were told that the Louisiana lottery was supposed to bring more money to the school system. But you really can't tell if the money is being sent to the schools, or where it is going.

Our elementary schools need more recreational equipment. More government funding could be used for athletic programs like sports. This would help the students stay off the streets.

If there were more government internship programs such as "Close Up," which enables students to visit the nation's capital, more students could learn about how the government works.

Abstracts

Improving the Performance and Coordination of Workforce Preparation Programs for Youth Through the Integration of Federal-State Performance Standards Systems

One major challenge in the 1990s will be how to coordinate and improve the use of federal and state performance standards systems in managing and coordinating workforce preparation programs for youth. The paper reviews major federal and state performance standards initiatives and proposes four major federal and state strategies for integrating performance standards systems. These strategies address the establishment of common and/or consistent performance measures; the development of common or comparable assessment systems and post-program data collection systems; the integration of improvement and model adjustment approaches for establishing national or state standards and local performance expectations; and the development of comprehensive performance management systems through the integration of performance standards and new program planning and improvement systems based on the commitment to continuous improvement.

Casting a Wide Net: Providing Two-Generational Services to Teen Mothers and Their Children in Portland, Oregon

The paper focuses on the use of Portland, Oregon's Teen Parent Program (TPP) to serve adolescent participants in Portland's JOBS program. The inception of the JOBS program marks the first time that the national AFDC program officially designated young mothers as a priority group for participation in welfare-to-work programs. The Portland JOBS program uses TPP, a program operated out of the public schools, to provide a wide array of services to JOBS teens and their children. In doing so, the program illustrates what the Foundation for Child Development has called a two-generation strategy for helping youth families escape poverty—combining education and training services and relevant support services for parents with supports to help their children grow up healthy and ready to learn. Summarizing key points in *Pathways to Self-Sufficiency for Two Generations*, a recent publication of the Foundation for Child Development, the paper describes the two-generation strategy and analyzes the reasons why it may have strong potential for breaking the cycle of poverty for young families. The analysis is followed by a discussion of the specific services and methods used by TPP and JOBS to provide two-generational services to teen families.

A State Policy Intervention to Create a Collaborative Children and Family Services System

Economic and social conditions today make it unlikely that schools alone will have the capacity to help disadvantaged children achieve self-sufficiency and upward mobility. The paper details the development and implementation of a state policy in Maryland that created the Governor's Subcabinet for Children, Youth, and Families in 1989. The Governor established the subcabinet to begin the construction of a state-supported infrastructure to buttress fragile families and to enhance the child's and family's self-sufficiency. It is comprised of the Department of Health and Mental Hygiene, Department of Juvenile Services, Maryland State Department of Education, Office for Children, Youth, and Families, Office for Individuals with Disabilities, and the Department of Budget and Fiscal Planning. The Governor designated the Special Secretary for Children, Youth, and Families to chair the subcabinet and direct the Office for Children, Youth, and Families. The subcabinet frames the actions of the respective state agencies by fostering close collaboration, development of common goals and policies, interagency planning on the state and local levels, and involvement of a broad array of public and private sector representatives. The public and private partners of the subcabinet serve as catalysts to promote local community ownership of children's and youth's intellectual, emotional, physical, and social needs. The paper describes the subcabinet's oversight for the development of model family services to strengthen families' capacities to care for their children and youth at home; enhance the development, well-being, and care of special needs children through comprehensive prevention and early intervention services; and provide a continuum of effective care and treatment for troubled children at home. The paper concludes with an overview of the manner in which Maryland has changed how the state makes decisions, how services are delivered, and how funding is provided to local jurisdictions.

Education That Works: Creating Career Pathways for New York State Youth, Summary of Final Report

Established by the Governor in 1991, the New York State Task Force on Creating Career Pathways called for sweeping changes in public education to better prepare young people to join the workforce. Its report, *Education That Works: Creating Career Pathways for New York State Youth*, recommended the creation of "career pathways" that would integrate education, training, and work experience to prepare young people to become productive members of a high-performance workforce. An important component of the report's strategic plan is the recommendation for a new system of statewide certification that sets world-class standards for mastery of rigorous academics and entry-level work-related skills. Students could then branch out into flexible career pathways leading to a meaningful high school diploma, which would be awarded for mastery of advanced academics, work-related skills, and completion of a school-structured work experience. A system of professional and technical certificates would be instituted to certify, beyond the requirements of a high school diploma, advanced mastery of skills and knowledge in a variety of fields.

Developing Statewide Systems of Youth Apprenticeships as a Mechanism to Restructure Secondary Schooling

The paper describes, compares, and analyzes the efforts of five states—California, Maine, Minnesota, West Virginia, and Wisconsin—that received grants in April 1992 from the Council of Chief State School Officers to implement a system of youth apprenticeships. It documents the process of planning, development, and implementation, and discusses the involvement and activities of key actors, including employers and employer associations, school districts and education-related associations, postsecondary institutions, accrediting and/or certifying organizations, organized labor, and the media. It examines progress to date, impediments and opportunities encountered, and project achievements. Because all five programs are being examined at a very early stage of their development, the paper does not analyze the employment or income-related outcomes of student participants.

The Youth Apprenticeship Option: A Status Report on the Development of State Systems

More than a dozen states are exploring youth apprenticeship as a strategy for creating new, structured pathways to decent careers for young people in this country. Although still largely untested, and defined somewhat differently from state to state, youth apprenticeship is seen by many as holding great potential for systemic change at the state level. In April 1992 Jobs for the Future (JFF) formed a consortium of twelve states to share information and work together on system building.

The authors report on what JFF is learning from its work with states on youth apprenticeship. They summarize the different state approaches to system building, and compare the approach of two leading states across a variety of design issues. The paper highlights the key policy design and implementation challenges that confront states trying to ensure that youth apprenticeship promotes a high-status, high-achievement alternative to the college preparatory track.

Pennsylvania Education: Welfare Collaboration Model for Successful Teen Parent Programs

The Family Support Act of 1988 presented states with a unique opportunity to address the needs of pregnant and parenting teens. In Pennsylvania the departments of Education and Public Welfare have seized this opportunity to combine their programmatic and fiscal resources to expand the state's teen parent initiative, setting an example for the nation. The enhanced services developed through the welfare initiative build upon a teen parent initiative first introduced through the Department of Education in 1985. This paper highlights the systemic processes developed to actualize and support this coordination at the state and local levels, including the evolution of the Pregnant and Parenting Teen Initiative, formulation of funding strategies, development of effective community-school partnerships, retrieval of teen parent dropouts, and development of innovative practices to keep teen parents in school.

Developing Standards and Measures of Performance for Vocational Education Using the Resources of V-TECS and Other Related Organizations

The Carl D. Perkins Vocational and Applied Technology Act Amendments of 1990 require that each state board of vocational and technical education develop a system of core standards and measures of performance for all secondary and postsecondary vocational-technical education programs operated in the state. Local recipients may then modify these standards and measures in accordance with criteria established by the state to evaluate and improve their local programs. The paper deals only with those issues related to the determination of student competency attainment and gains as implied in the act since this is where the Vocational-Technical Education Consortium of States (V-TECS) is strongest. It is somewhat ironic that as Congress directed states to undertake this important challenge, state administrative funds and discretionary resources for statewide program improvement were reduced by one-third, resulting in the elimination of several state staff positions and the closing of a dozen state-supported vocational curriculum centers. Consequently, there is a pressing need for state leaders to rethink how they will acquire, develop, and share up-to-date curriculum and assessment vehicles designed to address the standards and measures issues of the act.

To this end, the board of directors of V-TECS recommends that states pool their resources—human, material, and monetary—to identify and validate national standards and student progress assessment tools that will meet the intent of the Perkins requirements for standards and performance measures through a highly coordinated effort designed to build on the best the field has to offer. Consequently, V-TECS proposes to modify its current developmental processes where necessary and build on its material and human resource base using the latest technology and software to address these critical issues.

Toward a Universal Job Opportunity Grant and Loan for Education and Training

A Universal Job Opportunity Grant and Loan is proposed by the National Youth Employment Coalition to provide up to three years of comprehensive integrated services to all out-of-school youth who apply for a grant *and* loan to implement a plan to prepare for employment. The scale of the proposal is large enough to offer hope of employment and self-sufficiency to all out-of-school youth and to improve U.S. productivity and global competitiveness. The grant and loan would enable services to be planned to meet the needs of out-of-school youth, employers, and the economy.

Selected Papers

Improving the Performance and Coordination of Workforce Preparation Programs for Youth Through the Integration of Federal-State Performance Standards Systems

by John Baj, Robert Sheets, and Charles Trott

Introduction

Recent national and state initiatives for establishing technical preparation (tech prep) and youth apprenticeship programs hold great promise for improving the school-to-work transition of youth in the United States. Although these new program models are needed, the nation's effectiveness in developing a world-class workforce for the future depends on the ability to establish and attain competitive standards and to manage the continuous improvement of all programs that prepare youth for employment. The current system of workforce preparation for youth is highly decentralized and fragmented, with each program managed through a separate accountability system. This paper argues for the integration of these accountability systems to improve coordination and performance.

During the 1970s and early 1980s, the management of workforce preparation programs for youth focused on the administrative coordination of programs at the community level and program access and participation for targeted populations. Federal and state coordination efforts attempted to establish administrative agreements that defined the roles and responsibilities of programs and service deliverers, and the administrative procedures each would use in client referral and other types of resource exchanges. Federal and state planning and reporting systems put strong emphasis on service levels to targeted populations such as minorities, the economically disadvantaged, and the handicapped.

During the 1980s and early 1990s, public accountability emerged as a major policy concern in all workforce preparation programs, including youth programs, as seen in the implementation of federal and state performance standards systems in education and employment and training programs. The implementation of the Job Training Partnership Act (JTPA) and state educational accountability systems in the early 1980s marked the beginning of a shift in federal and state management strategies to new types of accountability systems that evaluate programs based on performance standards rather than design standards. This shift can be seen further in the implementation of the Job Opportunities and Basic Skills (JOBS) Training program component of the Family Support Act of 1988 and the reauthorization of the Carl D. Perkins Vocational and Applied Technology Education Act in 1991, as well as the expansion of state educational accountability systems for primary and secondary education.

This shift to performance standards systems runs the risk of proliferating a multitude of inconsistent performance measures and standards and data collection strategies that will further fragment state and local service delivery systems serving youth in the United States. There is a strong need to integrate these performance standards systems at the federal and state levels to promote policy coordination and service integration among youth programs, especially between new tech prep/youth apprenticeship programs and education and employment and training programs for disadvantaged youth.

During the 1990s, one major challenge will be how to coordinate and improve the use of federal and state performance standards systems in managing program coordination and program and system performance in workforce preparation programs for youth. This paper argues that the federal and state governments should attempt to merge their coordination and accountability efforts by improving the policy coordination of workforce preparation programs. Within the constraints of legislative intent, this policy coordination for youth should develop consistent performance measures and standards, consistent program and eligibility terminology, and consistent client definitions across all workforce preparation programs.

The Perkins legislation provides a promising framework for establishing strong youth policy coordination in performance standards systems involving state educational agencies, JTPA, JOBS, vocational-technical education, and adult and higher education. The Perkins Act requirements have the potential to encourage state programs to work together in establishing common performance outcomes, student assessment systems, and post-program data collection strategies. The Perkins Act requirements also provide the foundation to integrate recently proposed national occupational skill standards and national and state educational standards into state-managed performance standards systems.

This paper identifies areas where federal agencies and states can work together to integrate performance standards systems, especially those that address youth programs. The paper proposes federal and state strategies in coordinating:

- the development of common or consistent performance measures and standards at the program and system levels;
- the development of new data collection systems for measuring academic achievement, occupational competence, and educational continuation and employment;
- the integration of improvement and model adjustment approaches for establishing performance expectations for substate service deliverers; and
- the development of comprehensive performance management systems through the integration of performance standards with new program planning and improvement systems based on the commitment to continuous improvement.

The first section of this paper reviews the major federal and state performance standards systems that should be coordinated. The second section proposes federal and state strategies for integrating and improving these performance standards systems. The final section summarizes these recommendations within the context of other federal and state workforce preparation initiatives.

Federal and State Performance Standards Systems

The development of a comprehensive performance management system for workforce preparation programs serving youth will require the integration of all major federal performance standards systems for both youth and adults and state educational accountability systems. It also will require the integration of national and state systems of occupational skill standards. These systems are described below.

Job Training Partnership Act: Adult and Youth Standards. The implementation of JTPA in 1982 established the first federal-state performance standards systems for both youth and adults. The U.S. Department of Labor established a performance standards system that evaluated JTPA adult programs based on the goals of the program (i.e., increased employment and earnings of participants and reductions in welfare dependency). The current performance standards focus on the employment and earnings status of participants during the thirteenth week after the participant has left the program. However, changes in the JTPA performance standards system are likely to occur since the new JTPA amendments require the evaluation of participant performance six months after program departure. Post-program employment and earnings standards are set for all adults and welfare recipients.

Although employment standards also were instituted for youth, the major innovation of JTPA was the establishment of a youth competency system. Under this system, local private industry councils are required to define youth competencies under federal and state guidelines in three major areas: employability skills, academic skills, and vocational or occupational skills. Although the measures have changed, standards based on the attainment of these competencies have been used since the beginning of the program.

State Education Standards and Accountability Systems. During the 1980s, most states developed and implemented state education accountability systems that held primary and secondary schools accountable for performance outcomes, especially academic achievement in core areas such as reading, math, and science.[1] These state accountability systems differ widely in how standards are established and enforced. It is likely that the national education goals will create national academic standards that will be used by states to benchmark school performance. Many states have moved their systems toward criterion-referenced assessment systems that define minimum educational standards for all students. In following the recommendations in *America's Choice*, some states, such as Indiana, Oregon, and Wisconsin, have begun implementing new certificates of initial mastery for credentialing students based on these state educational standards.[2]

National Industry-Based Occupational Skill Standards. Soon national and state efforts to develop academic skill standards will be accompanied by federal efforts to develop a national system of industry-based occupational skill standards and certification systems. The U.S. Departments of Education and Labor launched a joint initiative in the summer of 1992 to establish such a system. This joint initiative will fund national industry-led efforts to establish model frameworks that define recognized occupations, establish world-class occupational skill standards, and provide the basis for program accreditation and individual certification. It is likely that the implementation of this national system will require a major overhaul in national accreditation systems and federal-state occupational licensing and certification systems.[3]

Wagner-Peyser Act: Public Employment Service. Although the amendments to the Wagner-Peyser Act do not mandate performance standards systems for the public employment service, recent policy developments point in that direction. The 1982 amendments to the Wagner Peyser Act and related efforts by the U.S. Department of Labor have attempted to improve the employment service by transferring primary responsibility for program design and operation to the states and by encouraging states to establish performance measures and standards as a basis for management and technical assistance.[4] Recent national studies have encouraged the department to work more aggressively with states to improve these performance standards systems and integrate them with other federal and state workforce preparation programs.

Job Opportunities and Basic Training Program. The Family Support Act of 1988 established a mandate to develop a performance standards system for state welfare-to-work programs funded under the Job Opportunities and Basic Skills Training program. The legislation requires the performance standards to be based on how well the JOBS program does in helping participants increase earnings, achieve self-sufficiency, and reduce welfare dependence. This performance standards system, which will go into effect in 1993, is similar to the JTPA performance standards system in the sense that it focuses attention on program outcomes rather than levels of activity or participation. The U.S. Department of Health and Human Services has established a committee, led by the Manpower Demonstration Research Corporation, to make recommendations on these standards.

Food Stamp Employment and Training Program. The Food Stamp Employment and Training Program (FSET) also is required under federal legislation to establish performance standards and measures. The Department of Agriculture published a preliminary set of performance standards in 1991, which included the entered employment rate, the average wage of employment, reductions in food stamp dependency, and educational improvements. The Office of Technology Assessment recently reviewed these measures and made recommendations on their refinement.[5] Recent federal legislation allows the department to implement these standards in conjunction with the implementation of JOBS standards in 1993 or 1994.

Adult Education: National Literacy Act of 1991. The National Literacy Act of 1991 requires the U.S. Department of Education and the states to establish "indicators of program quality" to be used to determine whether adult education programs are effective. This legislation requires the U.S. Department of Education to develop illustrative indicators by July 1992. It requires states to develop their own indicators by July 1993.[6] It is likely that federal and state development of performance measures and standards will focus on state grant programs in three areas: basic literacy services for adults with skills below the eighth grade, preparation to obtain a high school equivalency diploma, and English as a Second Language (ESL) services.

Federal Legislation for Vocational-Technical Education. The passage of the 1990 amendments to the Carl D. Perkins Vocational and Applied Technology Act marks the first time that federal vocational education legislation has required state systems of performance measures and standards. The amendments require each state to develop and implement a statewide system of performance measures and standards for secondary and postsecondary vocational-technical education by September, 1992. The Perkins amendments require state performance standards systems to include measures of learning and competency gains in basic and more advanced academic skills, as well as performance measures in one or more of the following areas: competency attainment, work skill attainment, completion of school, and placement into additional training or education, military service, or employment. They also require the use of these performance measures and standards in conducting annual program evaluations and developing local program improvement plans. A recent survey of states conducted by the National Center for Research in Vocational Education found that many states are planning to develop measures and standards across a number of performance areas with separate systems for secondary and postsecondary programs.[7]

The implementation of the Perkins amendments will be accompanied by national and state efforts to establish stronger accountability systems for postsecondary schools and training programs enrolling students with federal and state grants and loans. Recent concerns about growing student default rates and program quality have prompted national and state efforts to establish student consumer information requirements and ability-to-benefit requirements.[8] It is likely that these efforts will lead to more comprehensive performance standards systems for all postsecondary vocational education and job training programs receiving government-sponsored student grants and loans.

Federal and State Strategies for Building Comprehensive Performance Management Systems

Federal agencies and state governments should use the implementation of the Perkins performance standards requirements to build comprehensive performance management systems that coordinate all workforce preparation programs for youth. The Perkins amendments provide a promising framework for integrating federal and state performance standards systems because they:

- provide the foundation for integrating recently proposed national occupational skill standards and certification systems and national and state educational standards into federal and state performance standards systems for workforce preparation programs through the emphasis on both academic and occupational competence;
- encourage federal agencies and state governments to coordinate and integrate performance standards systems under JTPA, JOBS, and Perkins, thereby encouraging the development of common or consistent performance measures and standards whenever possible; and
- encourage states to develop performance management systems that integrate performance standards with continuous program improvement planning and establish new systems for establishing local performance expectations merging improvement and model-adjustment approaches.

Federal agencies and state governments should utilize Perkins implementation to develop comprehensive performance management systems through four major strategies.

Strategy 1: Integrating Performance Objectives and Measures and Program Terminology at the Program and System Levels

Federal and state coordination efforts often fail because they are not based on clearly defined and/or compatible program objectives. The implementation of separate performance standards systems in education and employment and training programs will exacerbate this problem unless these systems are based on a framework of common or compatible performance measures. Federal agencies and state governments should establish new initiatives to develop a common framework in four major performance areas.

- **Academic Achievement**—demonstrating mastery of academic skills as defined by national education goals and state educational standards in core academic areas such as reading and math.
- **Occupational Competence**—demonstrating mastery of occupational skills as defined by a national system of occupational skill standards, including related academic, technical, and basic or employability skill standards.
- **Employment/Educational Continuation**—successful transition from a vocational education or training program to further education and/or employment, including military service.
- **Welfare Reduction**—increased self-sufficiency, as defined by increased employment and earnings and reduced welfare expenditures.

The first three performance areas should provide the initial foundation for establishing a common performance framework for youth programs, especially the performance areas of academic achievement and employment/educational continuation. Welfare reduction should be addressed in conjunction with the implementation of JOBS and Food Stamps standards.

In building this framework, federal agencies and state governments should strongly consider both gains and attainment measures. The amendments to the Perkins Act place major emphasis on learning and competency gains in basic and more advanced academic skills. A feature of the value-added or gains approach to performance assessment is that programs are held accountable for improving the skills of participants rather than achieving a certain level of performance. The major problem with this approach is that it does not recognize that individuals must achieve a certain level of competency to be successful in the labor market and to further their education. Students may show remarkable progress but still fall short of the entry-level requirements of industry and postsecondary education.

For this reason, measures that focus on a fixed level of achievement are sometimes preferred to those examining incremental gains. Under the attainment approach, a pre-specified performance level is used to determine success for all participants regardless of their pre-program status. The danger with attainment measures is the temptation for programs to enroll only those students with a high probability of success in the program.

Both gain and attainment approaches should be considered in developing measures for academic achievement, occupational competence, employment/educational continuation, and welfare reduction. Ideally, both types of measures should be used to evaluate performance in each of the four areas. This would provide a more complete portrayal of system performance.

The development of a comprehensive workforce preparation system for youth will require innovative efforts to define system-level performance objectives and measures that report the total performance of all publicly funded vocational education and employment and training programs. Federal agencies and state governments should develop and pilot test performance measures in academic achievement and employment/educational continuation. These system-level performance objectives should address goals for assisting all graduating high school cohort members in reaching state standards of educational achievement, attaining a high school diploma or its equivalent, and making the transition from school to employment or military service or seeking further education and training within three months after leaving school. These performance objectives should be measured at the state and community levels.

The integration of federal and state performance management systems will require new efforts to clarify and simplify program terminology so that program terminology is common or consistent across all programs wherever possible and, at least, clearly understandable to both program service deliverers and clients. The National Governors' Association recently identified a number of program terms that should be standardized including definitions of client populations, program services, and program eligibility criteria.[9] Standardizing data collected on client populations should be a priority of federal agencies and state governments.

Strategy 2: Integrating Assessment and Credentialing Systems and Management Information Systems for Post-Program Data Collection

One major barrier in integrating performance management systems in the areas of academic achievement and occupational competence is the lack of standardized or comparable assessment systems across all major education and employment and training programs. In most states, state educational agencies and employment and training programs for both youth and adults use different types of academic testing systems that are not comparable. For example, high school students may participate in a statewide examination for the statewide educational accountability system and take a second test to receive a certificate of initial mastery or the General Educational Development (GED) certificate. Later, these individuals may be subjected to additional assessments each time they enroll in a component of the overall system (e.g., JTPA, JOBS, vocational education, and postsecondary education). Federal agencies and states should work together to encourage the development of a comprehensive assessment system in which youth can be benchmarked on their progress in meeting state and eventually national educational standards. The Perkins implementation will provide a unique opportunity for states to link state assessment systems with assessment systems used in vocational education and employment and training programs.

Another barrier in integrating performance management systems is establishing a national-state system for certifying occupational competence. In most states, the responsibility for certification of occupational competence is shared between service deliverers that award degrees and certificates and regulatory agencies that provide additional licensing and certification. The proposed national system of occupational skill standards and certification and the implementation of Perkins requirements should provide a unique opportunity for federal agencies and states to overhaul federal-state systems of occupational regulation and implement a common system for certifying occupational competence based on a national-state examination system for all skilled occupations.

A third major barrier in integrating performance management systems is establishing a cost-effective strategy in measuring the post-program employment and education experiences of all program participants. The standardization of performance objectives and measures and program terminology will provide an opportunity for federal agencies and states to integrate their management information systems and track secondary school students to all types of postsecondary vocational education and employment and training programs. In addition, it would provide a strong foundation for the use of unemployment insurance wage records to track employment and earnings.[10] This would enable states to develop cost-effective and less intrusive data collection strategies for measuring post-program employment and educational continuation for all program participants.

Strategy 3: Establishing Systems for Setting National-State Performance Standards and Performance Expectations for Substate Administrative Entities

Federal and state performance standards systems differ significantly in how they define national or state performance standards and how they establish performance expectations for substate administrative entities such as private industry councils, secondary school students, and community colleges. There are at least two distinct approaches.

The first approach is typified by the JTPA performance standards system and involves adjustments to a national or state performance level. For JTPA, this performance level is defined as minimally acceptable performance, and adjustment procedures are used to produce corresponding performance levels for each substate entity. In particular, the U.S. Department of Labor produces and disseminates performance standards models for each JTPA performance measure, which nearly all states use to produce performance expectations for their substate service areas. These statistical models function to lower the performance expectations of those substate service areas that serve relatively higher percentages of disadvantaged clients or operate in economically depressed areas.

The second approach is to establish national or state performance standards as long-term goals that should be reached through continuous program improvement. This usually is accompanied by a system that sets substate performance expectations to a level that represents an improvement over the previous year's performance. A simple example of this approach is a system that requires substate service deliverers to improve their performance by one percentage point each year. This improvement approach is best exemplified by some state educational accountability systems. It also is implied in Perkins requirements for secondary and postsecondary vocational education.

The major weakness of an improvement approach is that it fails to recognize external factors that can influence performance. For example, if a program begins to serve a more disadvantaged clientele, it would be unrealistic to expect that the program would attain the same level of performance that it achieved in the past. In fact, a more reasonable expectation would be a slightly lower performance level than the level achieved with the less disadvantaged group. On the other hand, the danger of using a model-adjusted approach is that it can lead to a stagnant program. Substate service deliverers can become complacent about their performance since there is no intrinsic mechanism in this system to promote program improvement.

The most appropriate approach is to combine the improvement and model-adjusted approaches. Federal agencies and states should work together to develop a combined approach that establishes long-term national and state performance standards and sets sub-state performance expectations that move all programs toward these long-term standards. The model-adjustment approach should be used to modify substate performance expectations due to significant changes in client populations and labor market conditions.

Strategy 4: Integrating Performance Standards with Continuous Improvement Systems

The development of improvement approaches for setting performance standards and local expectations will provide the opportunity for federal agencies and states to establish a stronger link between performance measures and standards and continuous improvement systems based on the general principles of total quality management (TQM). One major weakness of current performance standards systems, such as the JTPA system and some state educational accountability systems, is the sole emphasis on performance outcomes with only limited attention given to improving program designs and processes that lead to better programs. The shift from design to performance-based standards was a major step forward in improving program accountability. However, federal agencies and states should now develop a more comprehensive performance management system that integrates the use of design and performance standards in continuous program improvement. This will require the development of measurable program quality indicators or criteria that can be used by service providers in developing annual improvement plans to reach national or state performance standards. Again, the Perkins requirements provide a foundation for states to develop and experiment with performance management systems that could then be applied in other workforce preparation programs.

Summary and Conclusions

This paper has argued that Perkins implementation provides a promising opportunity for establishing strong youth policy coordination in performance standards systems for all workforce preparation programs for youth. It has proposed four general strategies that federal agencies and states should use in integrating these performance standards systems. This effort will be critical in building a comprehensive school-to-work transition system for youth. It also will be critical in managing and coordinating youth and adult workforce preparation programs through the proposed state human resource investment councils. It is likely that new federal and state administrative coordination initiatives will fail without strong policy coordination through integrated performance standards systems.

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Casting a Wide Net: Providing Two-Generational Services to Teen Mothers and Their Children in Portland, Oregon

by Susan Blank and Mary Bromel

Introduction

The passage of the Family Support Act of 1988 (FSA) marked a new stage in the development of the nation's welfare-to-work policies. FSA expanded funding for state welfare-to-work programs—henceforth to be called JOBS programs by the federal government—and sharpened the principle that welfare recipients should participate in such programs in exchange for benefits.

FSA also clarified priorities for the kinds of activities to be covered in welfare-to-work programs and for the groups these programs would serve. In so doing, the law placed a new emphasis on involving the youngest parents on the welfare caseload in efforts to achieve self-sufficiency. Before FSA was enacted, parents of children below age six had been exempt from work requirements established under the Aid to Families with Dependent Children (AFDC) program. Thus, pre-FSA welfare-to-work programs had seldom involved adolescents, whose children almost always are younger than age six. Under FSA, however, teen parents receiving AFDC who do not hold high school diplomas can be required to take part in educational activities full time, regardless of the age of their children. Also, parents receiving AFDC who are below age twenty-four and who have dropped out of school or have had little or no work experience are designated as priority groups for enrollment in JOBS.

These provisions reflect a growing recognition that women who give birth as adolescents are at high risk for welfare dependency.[1] Yet despite FSA's focus on these young women, the law leaves open many questions about what combination and intensity of services they should receive from JOBS.

A minimal set of services provided to teen JOBS participants might consist of a mandate to return to or stay in school, case management largely limited to monitoring for compliance with the mandate, and eligibility for a child care subsidy. However, there is reason to believe that for many teens this level of intervention will be too weak to make a decisive difference in their level of success in negotiating the transition to self-sufficiency. For example, the country's largest scale intervention to help young mothers on welfare become self-sufficient, the seventeen-site New Chance demonstration, offers participants a more complete package of services, including health care, family planning, life skills classes, counseling, and case management, at a level of intensity not available to many JOBS participants. While questions on the effectiveness of the program await the completion of its impact evaluation, program planners assert that its range of services for teens "respond to what some knowledgeable observers believe to be a major cause of the problem of teenage childbearing: the absence of life options that present an alternative to motherhood and that appear both desirable and attainable to disadvantaged adolescents."[2]

Additional recognition of the intensity of services desirable for JOBS teens comes from the Department of Health and Human Services (HHS), the federal agency responsible for JOBS, in a recent request for proposals issued by the Department's Administration for Children and Families. Calling for "comprehensive service delivery approaches for teen parents required to participate in the JOBS program," the request describes the many challenges facing these teens and concludes, "In light of these challenges, instruction in problemsolving, time management, decisionmaking, and parenting as well as education and training services might facilitate the transition from teenager to responsible parent and student/employee."[3]

In addition to providing a broad array of services to young mothers, New Chance focuses on the children of young JOBS participants, offering child care and parenting education and helping teens arrange for pediatric health care. Similarly, the HHS request for proposals asks applicants to specify plans for case management that encompass the teen's children and for assessment of the needs of these children, preferably including home visiting. This attention to both generations of the teen's family is consistent with an intervention strategy described in *Pathways to Self-Sufficiency for Two Generations*,[4] a recent publication of the Foundation for Child Development. *Pathways* asserts that efforts to break the intergenerational cycle of poverty should combine two sets of services that often have been provided separately: education and training for parents; and assessment, case management, health, and parenting services to support the health and development of the entire family.

Welfare-to-work programs have focused almost exclusively on adults. To the extent that these programs have considered children, it has been through the provision of a child care subsidy, which usually has been viewed as a support to parental employment, not as an intervention in its own right. At the same time, employment and training activities have not been a central feature of many family-oriented programs, such as Head Start, and grassroots family support programs. According to the Foundation for Child Development, combining these two sets of services could increase their potency. Two-generation interventions reduce the likelihood that the parent will be moving ahead on employability while children's key health and developmental needs are ignored and, conversely, that the children's needs are addressed but the family will have no concerted help to become economically self-sufficient.

Still another reason to engage the welfare agency and its JOBS program in efforts to improve children's well-being is that the resources of all public systems that serve children and families should be mobilized to address the priority task of ensuring children's readiness for school. The National Governors' Association has called for the development of a "continuum of community-based, family-centered, prevention-oriented services"[5] to prepare preschoolers for school. One step in realizing that goal would be to use a two-generation strategy to link the welfare system more firmly to other child and family services in the community.

While the *Pathways* analysis suggests that a two-generation intervention can and should be offered to a wide range of families in poverty, the approach seems especially warranted for families that are headed by teenagers and young women barely out of adolescence. Even among all poor children, youngsters in these families face special threats to their health and development,[6] and thus it seems particularly important to ensure that their needs, as well as those of their parents, are addressed. Also, very young mothers, who are adjusting to the significant experience of parenthood, may be especially receptive to service programs that take their children into account.

Is it possible for the welfare system to offer such a constellation of services to teens and their children? Although JOBS programs can intensify their own focus on family services, it is unlikely that many of these programs will be able to provide a full array of family services directly.[7] In most cases what may be more feasible is for JOBS, with its emphasis on employment and training, to forge connections with other programs that provide additional supports, both to the child directly and to the parent, to promote the well-being of the family. The joint efforts of the Portland, Oregon, Public Schools Teen Parent Program (TPP) and the Multnomah County (Portland) JOBS program to serve teen parents illustrate the challenges and strengths of this approach. The analysis of TPP and its relationship to JOBS presented in this paper is offered as a case study of the policies and practices involved in serving JOBS-eligible adolescents in a two-generation program.

The next section of this paper presents the main features of TPP, followed by a section containing a fuller discussion of the services TPP offers in each of the domains of the two-generation program model—self-sufficiency services for parents and services for children. The paper then turns to a consideration of the links between TPP and the JOBS system followed by brief discussions of funding strategies and some observations on plans for tracking program outcomes. The final section of the paper focuses on the implications of the TPP/JOBS experience for policy and practice.

Overview of the Program

Started in 1986, the Portland Public Schools Teen Parent Program seeks to offer teen parents the support they need to graduate from high school or receive a General Educational Development (GED) certificate and become self-supporting. With the inception of JOBS in Multnomah County in 1990, TPP has become synonymous with JOBS participation for most Portland teens on AFDC until they finish high school or complete a GED. Of the approximately 785 teens enrolled in TPP during the 1991-92 school year, 54 percent were JOBS participants. While JOBS case managers monitor the progress of these teens by meeting with them monthly, it is TPP staff who follow their daily activities as they move through the TPP program.

TPP consists of a network of programs for teen parents operated out of seven regular high schools, an alternative vocational program, a night school, an alternative program for pregnant and parenting teens, and a site of the national New Chance demonstration. The GED, job training, and support services of New Chance are offered to a group of fifty-five AFDC mothers ages seventeen through twenty-one who previously have dropped out of school. The New Chance site and two of the TPP schools operate on-site child care centers.

Approximately half of all teens in TPP have been out of school before they start the program. Dropouts are recruited to join the program by two community-based agencies under subcontract to the school system. To help dropouts make the transition back to school, they are enrolled in a two-week life skills workshop called Project Success. As they near the completion of the workshop, they are guided in decisionmaking about which of the TPP schools and programs will best suit them.

Once teens have made the transition to a high school program, they carry a regular class load. Except for a few participants with scheduling conflicts, all TPP teens also are enrolled in a daily life skills course, which is offered in nine different TPP schools and programs. While parts of the course are presented by staff of community agencies with special expertise, its lead teacher and planner is the TPP school liaison. This school system employee also is responsible for overseeing all aspects of TPP in the school building. Case managers, who are staff members of community-based agencies under contract to TPP, assist the liaisons.

Just as the Project Success workshop helps many of the teens re-enter school, TPP has several features to help graduating teens make the transition to postsecondary education or work. These include ongoing career information and counseling for teens about to graduate, which is provided by three staff members. In addition, TPP has the capacity to follow up with graduates and offer them post-high school counseling and help in making the transition to the adult JOBS program for approximately six months after they leave the program. These services are provided in house by part-time staff members at New Chance. For other TPP teens, these services are provided through a subcontract with a community-based organization.

Two-Generation Services in TPP

Self-Sufficiency Services for Parents. Debates persist about the extent to which employment and training programs for adults should stress educational completion over job search, job placement, and work experience.[8] However, as suggested by the Family Support Act's particular emphasis on school attendance for teen parents, there is widespread agreement that for most young parents, the effort to become economically self-sufficient must encompass an effort to complete school.

TPP is based on the assumption that teen parents require strong encouragement and direction to attain this goal. Encouragement begins with the program's active recruitment effort, which includes letters, follow-up telephone calls, home visits, and special events, such as recreational nights, to introduce teens to TPP. Recruiters obtain information on prospective enrollees from staff of the county health department, who visit every teen who delivers a baby in Portland. They also work closely with the welfare department, which tells them which out-of-school teens are mandated for JOBS participation.

TPP has purposely assigned outreach responsibilities to community-based organizations rather than the school system, because program managers believe that these groups carry fewer negative associations for teens who have dropped out. During the 1991-92 school year, 76 percent of Multnomah County JOBS teens mandated to return to school enrolled in TPP.[9] While it is not possible to specify how much of this success can be attributed to community recruitment, it is reasonable to assume that the outreach efforts of the community-based recruiters working closely with the welfare department played a role in producing these outcomes.

TPP guidance and direction continue in the transitional Project Success workshop, where teens are given time and encouragement to reflect on their goals relating to both school and work and to personal life and development. The workshop uses an adaptation of a life skills curriculum developed by the Manpower Demonstration Research Corporation, supplemented with materials developed by TPP.

At the heart of the TPP effort is a structure to help all participants, whether they have been attending school or are returning to school, to succeed in completing an education. The daily TPP life skills course offers participants a "home base," where they become familiar with their teacher and fellow students. Like the Project Success workshop, the class covers a wide range of topics, including self-esteem and goal setting, child development, and substance abuse prevention.

The school liaisons who teach the course also coordinate services for TPP and serve as advocates for TPP teens within the school building. Much of their work involves consulting with school counselors on scheduling for the teens. Since many teen parents are behind in the number of credits they need to graduate, liaisons counsel them on how to make up those deficits through additional coursework and participation in TPP summer programs. In addition, liaisons consult with post-high school transition coordinators in developing plans for graduating TPP seniors.

The liaison also works closely with the TPP case manager, the staff member of a community-based organization who is outstationed to the TPP school for fifteen to thirty hours per week depending on the size of the program. Case managers monitor the teens' progress, encouraging young women who seem to be faltering in their attendance or school performance to continue the pursuit of diplomas and GEDs. Often, case managers' efforts include home visits to teens who are not attending regularly or who otherwise are having difficulties in school.

Typically, the TPP school liaison and case manager are jointly responsible for twenty to thirty teens. The TPP New Chance component, where two full-time case managers are assigned to approximately fifty-five teens with no other competing responsibilities, offers particularly intensive case management.

A final element of support for teens' efforts to become self-sufficient is provided by the post-high school transition counseling component. Transition coordinators help teens develop plans for careers and postsecondary education and guide them to job training programs and sources of scholarship aid.

Services for Children. TPP assumes that teens' future success depends in large measure on the well-being of their children. This section discusses TPP's efforts to support children's well-being through parenting education, child care, and health services.

Parenting Education. Parenting education is stressed throughout the TPP program. Besides the formal instruction on parenting in the Project Success workshop and in the daily TPP life skills class there are opportunities for hands-on learning. At least once a month life skills classes hold baby days, which provide time for teens to bring their children to school, play with them, and compare notes on their development.

For the TPP teens who use the seventy-two slots available at the school-based child care centers, assistance with parenting is more intensive. When children enter the centers, they are given a full needs assessment. Also, for these teens, parenting education is a more ongoing process it is than for teens with children in off-site care. Center staff are able to model parenting behaviors and coping strategies, and to provide informal advice to the mothers about child-rearing issues. Especially intensive assistance on parenting is available to those teens (mostly in New Chance), using the school-based center that is able to provide home visiting with Head Start funding. The Head Start family specialist who conducts the visits reports that seeing teens and their children interact in a home setting greatly strengthens TPP's capacity to teach parenting skills. This is because she can observe the child's environment firsthand and can assess the accuracy of teens' own perceptions of how they and their children relate to one another and other family members. Background information from the center's child care workers about the children alerts the home visitor to possible problems that she should monitor during the visit.

Child Care. One of the key insights of the two-generation analysis is that child care should be viewed not only as a means of helping the mother work or attend school, but also as an essential service component that has a direct bearing on the healthy development of the child. TPP staff consider their program's on-site child care to be one of its greatest strengths. Although the state does not mandate that school-based child care centers meet state licensing standards, a member of the TPP planning committee, who has a background in early childhood education, encouraged the program to be certain that its centers meet those standards. As a result the centers have a one-to-four teacher-child ratio, and lead workers and the program's child care director have had the level of training the state requires for licensed centers.

However, TPP centers serve only a minority of program teens, and TPP has far less control over the quality of care offered to teens not using the school-based facilities. When these teens look for child care, they are encouraged to turn to resource and referral agencies. Until recently, TPP had contracts with two resource and referral agencies to serve these teens. The contracts have been terminated due to budget constraints, though TPP school liaisons and JOBS case managers continue to suggest that teens contact these groups. TPP teens in the program staffed by the Head Start-funded family specialist will have another source of guidance on how to be good consumers of child care when she begins to offer a workshop to teens on that topic.

Would a program like TPP best meet the needs of teens' children by offering enough on-site child care slots to serve all or most participants? Aside from the obvious problem of the expense of providing this service, there are other reasons why a program like TPP might hesitate to move in this direction. Some teens prefer to have their children cared for by relatives or in other family day care settings, and since the quality of care depends on a number of factors independent of the auspices under which it is offered, school-based center care will not necessarily be superior to other choices. Nevertheless, TPP's experience with a mixture of school-based and other care situations highlights two important advantages of on-site centers in two-generation programs. First, the centers greatly facilitate the provision of on-site parenting instruction. Second, although there are many ways for a program to try to ensure the quality of care for participants (e.g., the use of resource and referral agencies, the use of family day care networks to provide training and technical assistance to providers, and the kind of training on selecting providers that the Head Start family specialist will provide), on-site care clearly offers a particularly efficient way of monitoring the kind of care children receive, since program managers are in direct contact with the centers.

Health Services. TPP does not have a single health component that covers all children of teen participants. Nevertheless, the program can point to several different strategies and practices that increase the likelihood of good health in TPP families. First, shortly after they deliver all teen mothers in Multnomah County are visited by nurse practitioners who orient them to preventive health care services in the community. Second, most TPP teens have access to school-based health clinics that offer some pediatric services for children, with referrals for more intensive care. In five of the seven TPP schools, the clinics are open to all students, including TPP participants. Teens in the New Chance program and the teen parent program colocated with New Chance have access to a health service exclusively used by the two programs. Third, a counselor who specializes in drug and alcohol abuse also is available to work with New Chance teens.

Finally, since 1989 TPP has collaborated with the Portland SKIP (Screening Kids, Informing Parents) project to arrange health and developmental screens for children of TPP teens at three program sites during regular school hours. During the 1991-1992 school year 107 children were screened in these sessions. According to staff, one benefit of the SKIP screens is that parents are expected to be with their children during the entire process, thus allowing practitioners to explain procedures to parents and make suggestions to them about how to stimulate children's development. A social worker reviews results with parents, and any children with problems are referred to the county early intervention system or other community resources. In addition to providing information to parents, the screen is helpful to TPP staff. Parenting instructors are given feedback on the overall results of the screens and are able to incorporate information on prevalent conditions, such as ear infections, into their classes.

SKIP and TPP staff report that arranging the screenings has called for a great deal of logistical coordination. The team of health specialists who conduct the screenings must adjust their regular work schedules to accommodate the screens, while teens whose children are not in on-site child care must be helped with arrangements to bring the children into the building on the day the screenings are conducted.

Challenges of Providing Services to Children. While the two-generation strategy calls for simultaneous attention to parents and children, there is no assumption that both generations will receive services at one site. Nevertheless, TPP's experience with attending to the needs of children in the midst of a school-based program for parents sheds light on the benefits of providing health, parenting, and child care services in close physical proximity to services for parents. One benefit is that staff already invested in the progress of parents have access to firsthand information on the well-being of their children—an advantage particularly pertinent when the parents are young and often inexperienced in caring for children.

A second and related benefit is the natural flow of feedback about children's strengths and problems to parents as health, child care, and parenting professionals observe children's development. A countervailing pressure against colocation of services is that arranging parents and children to be in the same place at the same time involves significant logistical and sometimes funding challenges. These challenges are virtually inescapable in contemporary communities in which parents and even very young children often have different schedules and relate to different specialized institutions that can be distant from one another. Nevertheless, TPP's success in bringing together some parents and children suggests that other two-generation programs for teen parents should seriously weigh the advantages of this approach against the difficulties of putting it into practice.

Links Between JOBS and TPP

When the two-generation model is applied to AFDC families, it typically requires the collaboration of a welfare agency and its JOBS program with one or more family service agencies or programs. For the welfare system, this kind of collaboration represents a departure from past practice. In part to understand more about the dynamics of these relationships, Golden, in *Poor Children and Welfare Reform*, studied seven welfare agencies that at a time preceding the start-up of most JOBS programs chose to expand their standard responsibilities to see that additional services were provided to children and families. Golden identified four themes common to the successful collaborations achieved by these programs. An analysis of how these themes manifest themselves in the JOBS/TPP collaboration may clarify what is required for the welfare system to join with family service programs to assist AFDC families. The balance of this section presents the four themes of successful collaboration identified by Golden, followed in each case by a discussion of the application of the theme to the JOBS/TPP experience.

Theme 1: "Managers have succeeded in developing overlapping conceptions of mission, along with mechanisms for resolving conflicts where the overlap ends." TPP defines its mission as the provision of a broad range of supports to teens and their children to help them achieve self-sufficiency. As with all JOBS programs, the most fundamental mission of the Multnomah County JOBS program is to provide services to help participants leave welfare. While that mission is by no means incompatible with TPP's goals, establishing the TPP/JOBS collaboration almost certainly depended on the willingness of JOBS managers to conceive of the mission as one that asks them to take seriously the long-term employability and other family needs of participants. Two decisions that were made about the structure of the Multnomah County JOBS program suggest that the Department of Adult and Family Services (AFS), which manages the program, was so inclined.

First, rather than operating JOBS directly, AFS subcontracts with Mount Hood Community College for the adult training component, consisting of basic skills, life skills, employment training, and job search. According to TPP managers, AFS's willingness to capitalize on the expertise of an institution elsewhere in the community to provide training services to adults marks the department as one with a strong interest in finding resources that best meet the needs of participants. Second, AFS has designated certain case managers, called teen parent case managers, to work exclusively with adolescents. Like the use of the community college, this arrangement indicates an interest in tailoring services to the needs and interests of participants.

For many AFS teen parent case managers, who have backgrounds in income maintenance services, the focus on a teen parent caseload represents a new way of working with clients. To help acclimate these case managers to the responsibility of addressing a wide range of issues raised by teens and their families and to reduce possible conflicts over divergent views of how teens should be treated and served, TPP invites AFS case managers to attend program training sessions provided to TPP staff. A recent joint staff training session focused on the transition from high school into the adult JOBS program. TPP staff and AFS teen parent case managers reported that the process of developing procedures for a smooth transition required the two sets of participants to learn about one another's terminologies and policies, and to articulate the ways in which the missions of their programs diverge and overlap.

An important institutional mechanism for reconciling the missions and priorities of TPP and AFS is AFS's appointment of a community resource coordinator, who serves as liaison between the teen parent case managers and TPP staff. Her role is to bring problems identified by each of the programs to the attention of its counterpart and to facilitate solutions to the problems. For example, she has worked with TPP staff to streamline attendance reporting procedures and to delineate procedures for enrolling JOBS participants in TPP.

Theme 2: "Managers devote considerable time and attention to collaboration." The sharing of case management responsibilities between JOBS teen case managers and TPP school liaisons has required extra time and attention from program managers as well as staff. The AFS community resource coordinator and the TPP program managers are in constant contact to review program functioning. More formally, the community resource coordinator serves on the TPP Advisory Committee. Conversely, one of the TPP program managers serves on AFS's Welfare Reform Advisory Committee and chairs its Teen Parent Advisory Subcommittee.

Another key area of joint planning for TPP and JOBS concerns teens' transition from TPP to JOBS. When a teen is ready to graduate from TPP, the program convenes a conference with the TPP post-high school transition coordinator, the teen, the JOBS teen case manager responsible for the teen, and the AFS community resource coordinator. The group develops a common understanding of the teen's plans for work or further education, which are formalized in her Employment Development Plan. The teen parent case manager, who will continue to have responsibility for monitoring the teen until she leaves JOBS, signs off on the plan at the meeting, providing assurance of both JOBS and TPP support. The post-high school transition coordinator, who follows up with the student, is in contact with AFS and the adult JOBS program if there are problems in referring the teen to programs and services.

Another facet of the collaboration between TPP and JOBS that requires extra time and attention is monitoring school attendance. TPP staff are responsible for the input of teens' school attendance information directly into the state JOBS database, enabling AFS to have easy access to this information.

Theme 3: ***"Managers and service deliverers cultivate personal relationships as a basis for collaboration."*** School liaisons report that it is extremely helpful to establish ongoing relationships with the JOBS teen case managers who share responsibility with them for following the progress of TPP participants. The JOBS practice of designating certain workers as teen case managers limits the number of JOBS staff with whom liaisons interact and thus facilitates the establishment of these relationships. On a managerial level, TPP and AFS managers come to know one another well through their work in designing the interfaces between JOBS and TPP and serving on one another's advisory committees.

Theme 4:. ***"Collaborating agencies have some basis for exchange—something they can do for one another."*** JOBS/TPP collaboration is a source of mutual benefit to the two programs. TPP offers JOBS a wide array of family case management services for teens, a group the program has a special interest in serving. In return JOBS provides important funding for TPP. In addition to the standard child care subsidies available from all JOBS programs, Multnomah County JOBS provides support for four of the school-based TPP case managers, for the post-high school transition coordinator who is not subsidized by the New Chance program, and for TPP's Project Success component. JOBS also is a significant conduit of referrals to TPP. Finally, JOBS staff regularly make presentations in TPP classes on post-high school career options for teens.

The experience of the Multnomah County JOBS/TPP collaboration generally is consistent with the themes for successful collaboration identified by Golden. Portland's specific experience underscores the challenges involved in orchestrating two-generation services for welfare families. The following discussion of TPP funding patterns provides another perspective on those challenges.

TPP Funding Patterns

As illustrated by its funding relationships with both JOBS and other Portland programs and agencies, the strategy TPP uses to provide comprehensive programming for teens and parents is eclectic, opportunistic, and proactive. Like many programs that aim to provide a broad range of services to participants in an era of governmental fiscal difficulties and specialized funding, TPP continually pieces together different funding sources. Currently, there are ten funding sources, encompassing federal, state, local, and private support (see table at end of paper). In addition, TPP leverages services from other sources. For example, Job Corps provides skills training, equipment and other job training supports for the New Chance component for a total annual commitment of more than $400,000. As noted earlier, health services are offered through six school health clinics under the auspices of the Multnomah County Health Division and Oregon Health Sciences University. The services of the family resource specialist who conducts home visits are available to some teens via Head Start.

One result of TPP's eclectic funding strategies is that some services are provided only to certain participants, rather than to all who might need them. For example, while it can be argued that all program participants would benefit from home visits focused on parenting, these visits are available on a regular basis only to teens using the onsite child care center that has Head Start resources for those visits. However, TPP program managers believe, that services provided to a minority of participants can stimulate interest in expansion. Several school principals who did not have TPP onsite child care in their buildings gradually have become more interested in developing these services as a result of having become familiar with them through TPP. Another consequence of an eclectic funding strategy is the difficulty of measuring costs per participant; both the varying levels of intensity of services offered to teens in different TPP components and the fact that some services (e.g., school-based health clinics) serve a much broader population of teens than TPP participants complicate any efforts to pinpoint these costs. The authors were not able to produce a reliable per participant cost estimate for this paper, though TPP plans to address this issue in the future.

One strength of TPP's diversified funding base is that if a particular facet of the program loses support—as has been the case with the funding for child care resource and referral agencies—the entire program is not threatened. The current funding situation of the New Chance component of TPP bears out this observation. With the expiration of time-limited demonstration funds for New Chance, the program lacks resources to cover the particularly intensive case management services it has been offering, and TPP is seeking new funding to fill the gap. Nevertheless, because most of New Chance's multiple funding sources will remain in place beyond the life of the program's demonstration phase, TPP/New Chance services remain substantially intact for the 1992-1993 academic year.

Plans for Tracking Program Outcomes

Until the 1991-1992 school year, TPP had not tracked outcomes for teens and their children after they leave the program.[10] The fact that TPP is under the auspices of the school system may be one reason why this information was not collected during the initial years of the program; typically, school systems do not gather systematic information on what happens to graduates. Interestingly, the funding that now has become available to TPP to track outcomes has been provided not by the school system, but by AFS, which supports the work of the post-high school transition coordinator. This staff member has begun gathering information on graduates, and TPP and AFS are in the process of adjusting their information systems and procedures to facilitate more expeditious collection and analysis of the data.

Conclusions

The two-generation program model calls for an ambitious undertaking—coordination of employment and training services for parents with health and educational supports for their children. As illustrated by the efforts of TPP to serve JOBS-eligible teens, the challenges of two-generation programming are magnified when parents are adolescents. For this population, "adult employability services" almost certainly must encompass, as they do for TPP, strong and consistent counseling and case management. Meanwhile, the program must be especially vigilant about the growth and development of children cared for by mothers who are themselves not yet fully adults. In the current programmatic and funding environment, most communities will find it difficult, if not impossible, to provide the full range of requisite services through one agency or program. But the joint efforts of the school system, the JOBS program, and other local health and service providers—organized by a vision of the multifaceted support required by these young families—can move a community in the direction of comprehensive two-generation programming for AFDC teens. TPP offers one hopeful example of that progress.

1992-93

PORTLAND PUBLIC SCHOOLS TEEN PARENT PROGRAM BUDGET

FUND SOURCE	**AMOUNT**	**PRIMARY PURPOSE**
Portland Public Schools General Fund	$913,616	• Basic skills teachers for New Chance and one alternative site • TPP school liaisons • Curriculum materials for TPP classes • TPP summer program • Parenting education sessions (subcontract with a community-based organization to provide parenting education sessions to TPP classes) • Outreach (subcontract with community-based organization) • Case managers (subcontract with community-based organization to provide services; school systems provide approximately 1/3 of total costs of subcontracts with community-based agencies for this service).
Mt. Hood Community College (JOBS)	$177,000	• Project Success (transition back-to-school component for dropouts) • Case managers (JOBS provides approximately 2/3 of total costs of subcontracts with community-based agencies for this service) • Child care coordinator
Student Retention Initiative	$13,808	Infant/toddler development centers
Multnomah County Youth Program Office	$95,502	Infant/toddler development centers
Department of Human Resources (CCDBG)	$101,250	Infant/toddler development centers

1992-93

PORTLAND PUBLIC SCHOOLS TEEN PARENT PROGRAM BUDGET

FUND SOURCE	**AMOUNT**	**PRIMARY PURPOSE**
Adult and Family Services (JOBS)	$112,500	Infant/toddler development centers
Oregon Department of Education	$25,000	Infant/toddler development centers
Manpower Demonstration Research Corporation	$15,000	Assistance to TPP to institutionalize New Chance services at end of demonstration period
The Private Industry Council	$50,000	Teen parent summer program
City of Portland Park Bureau	$7,000	Teen parent summer program
TOTAL	**$1,510,676**	

Endnotes

1. National Research Council, *Risking the Future: Adolescent Sexuality, Pregnancy, Childbearing, Volume I* (Washington, D.C.: National Academy Press, 1987), p. 132.
2. Janet C. Quint, Barbara L. Fink, and Sharon L. Rowser, *New Chance: Implementing a Comprehensive Program for Disadvantaged Young Mothers and Their Children* (New York: Manpower Demonstration Research Corporation, 1991), p. 12.
3. Office of Policy and Evaluation, Administration for Children and Families, U.S. Department of Health and Human Services, "Announcement of the Availability of Section 1115 Funds for Demonstration Projects," Announcement Number OPE-92-01, p. 2.
4. Sheila Smith, Susan Blank, and Ray Collins, *Pathways to Self-Sufficiency for Two Generations* (New York: Foundation for Child Development, 1992).
5. National Governors' Association, *Every Child Ready for School: Report of the Action Team on School Readiness* (Washington, D.C.: National Governors' Association, August 1992).
6. National Research Council, p. 134.
7. See Olivia Golden, *Poor Children and Welfare Reform: Executive Summary of the Final Report* (New York: Foundation for Child Development, 1991). This study of seven exemplary efforts of welfare agencies to provide new services for children and families found that all seven chose to collaborate with a range of outside agencies rather than develop substantial new capacity to provide such services directly.
8. Judith M. Gueron and Edward Pauly, *From Welfare to Work* (New York: Russell Sage Foundation, 1991).
9. It is assumed that another 15 percent are enrolled in other school district programs in Multnomah County.
10. The exception is that teens in the New Chance component are part of a multi-site national research sample that is being followed by the Manpower Demonstration Research Corporation; impact findings are not yet available.

A State Policy Intervention to Create a Collaborative Children and Family Services System

by Martha J. Fields, Margaret E. Rawle, M. Marie Mayor, and Sharon Nathanson

Introduction

In 1986 the state of Maryland began an evaluation of its service delivery system for children and their families on an interagency basis. It found that services were categorical and for the most part focused on state-regulated services to individuals, rather than on locally planned services to families. The Department of Human Resources (DHR) provided continuing protective services, foster care, and adoption services for those children who were abused or neglected. The Mental Hygiene Administration in the Department of Health and Mental Hygiene provided residential mental health services and some clinical services for children identified as having mental health problems. The Developmental Disabilities Administration in the Health Department provided some services to children, though, as with mental health, its primary focus was the adult population. The Juvenile Services Administration served the delinquent population. The Department of Education served children with special educational needs through local education agencies, and also made in-state and out-of-state residential placements of children for educational services. All of these agencies had a variety of specific programs, including out-of-home placement programs for their specific populations. Often these programs were duplicative; at times they had conflicting philosophies. Most of them focused on specific "problems" of individual children. Few of the programs included families in their consideration of a child's needs, and almost none of them were family-centered.

As a result of this first review, many recommendations for change were made in a report on children with special needs. In addition, single agencies began to experiment with community-based, family-focused services designed to support families in caring for their children. This was especially true of the Social Services Administration in the Department of Human Resources, which developed neighborhood-based family support centers as a preventive service, and a program of intensive family preservation services for families with a child at risk of out-of-home placement (i.e., placement in foster care, group home, or institution).

In recognition of the findings from the preceding review of state practices, the Governor issued an executive order appointing a Special Secretary for the Office for Children, Youth, and Families in 1989. He designated the Special Secretary as the chair of the Governor's Subcabinet for Children, Youth, and Families, consisting of the secretaries of the departments of Health and Mental Hygiene, Human Resources, Juvenile Services, and Budget and Fiscal Planning; and the state superintendent of schools. The Governor also asked the Special Secretary to direct the Governor's Office for Children, Youth, and Families.

The Special Secretary instituted an extensive committee process to review Maryland's service delivery system and make further recommendations for change. (More than twenty-four committees have met and reported to the subcabinet between 1989 and 1992.) These committees consisted of state and local agency representatives, as well as advocates, private providers, and parents. The committees recommended that the state engage in a major effort to reform its service delivery system for children and their families, based upon the principle of providing more comprehensive flexible services to families through local planning, implementation, and accountability within state parameters.

At the same time the state began implementing its reform efforts Maryland, along with nine other states, was selected to participate in a national policy academy on at-risk families and children. Under the auspices of the Council of Governors' Policy Advisors (CGPA), an interagency team of top-level decisionmakers representing state and local government and nonprofit community agencies participated in three out-of-state work sessions and ongoing, instate meetings. The Maryland Policy Academy Team included members from all relevant systems: health, education, housing, welfare, employment and training, and juvenile services.

In January 1991 the final report of the Maryland Policy Academy Team was released. It outlined a comprehensive interagency approach to guide families toward self-sufficiency. Members of the Maryland team remained active with CGPA in planning the second policy academy for seven new states in 1991-1992.

Following the state's participation in the policy academy, the subcabinet reaffirmed its commitment to the 1990 guidelines for noncategorical services. These guidelines were based on goals for making radical changes in three major areas.

- To change the way the state makes decisions:
  - from single agency to interagency decision-making;
  - from categorical prescriptions to subcabinet parameter-setting at the state level; and
  - from rigid state control to more flexible local governance and implementation.
- To change the way services are delivered:
  - from categorical service delivery to noncategorical interagency case management for family preservation services to maintain the family unit;
  - from an individual focus to a family focus; and
  - from out-of-home placements to home and community-based services.
- To change the way services are funded:
  - by redirecting funds from out-of-home placement services to preventive services that support and strengthen families;
  - by maximizing federal funding opportunities;
  - By providing incentives for the development of community-based services;
  - by developing interagency budgets and funding pools for family preservation services; and
  - by permitting more local control over the allocation of resources within state parameters.

During the 1990 legislative session the Maryland General Assembly affirmed its commitment to the Governor's comprehensive plan for collaboration by codifying in state statute the Governor's Office for Children, Youth, and Families and the position of Special Secretary. The legislature's action strengthened the Governor's efforts to promote a stable, safe, and healthy environment for children and families in order to increase self-sufficiency and family stability. Like the Governor's executive order, the legislation emphasized legislators' commitment to prevention, early intervention services, and community-based care.

The Office for Children, Youth, and Families

Among the initiatives placed within the Office for Children, Youth, and Families are the Maryland

Infants and Toddlers Program, the Governor's Council on Adolescent Pregnancy, the Services Reform Initiative, Early Childhood Collaboration, the State Coordinating Council for the Residential Placement of Handicapped Children, the Maryland Commission on Infant Mortality Prevention, and the Children's Trust Fund. Since its inception the office has led all interagency efforts focused on improving the lives of Maryland's children, including efforts to maintain and expand prevention services. The office also coordinates efforts on numerous children's issues with advocates, providers, and interested private sector groups.

The Maryland State Department of Education and the Office for Children, Youth, and Families work collaboratively on many critical initiatives that demonstrate the state's priority of investing in youth, including school-based teen pregnancy programs, school-based teen parent programs, school-site child care, prevention and early intervention programs, development of family centers, programs returning children from out-of-state placements, school improvement initiatives (particularly at the middle school level), and the development of early childhood programs that allow children to enter school ready to learn.

This paper briefly describes three programs sponsored by the subcabinet: the Infants and Toddlers Program, the Governor's Council on Adolescent Pregnancy, and the Services Reform Initiative. All three require state and local agencies to change the way they do business to ensure that the environment for Maryland's families is a nurturing one and that each Maryland community provides the resources for optimal family and community development. The paper also describes the manner in which the subcabinet is changing decisionmaking processes, how services are delivered, and how funds are provided by the state to local jurisdictions.

Selected Maryland Programs

The Governor's Office for Children, Youth, and Families is responsible for a wide array of programs. This section of the paper highlights three major initiatives that the state is sponsoring to increase its investment in children, youth, and their families.

Maryland Infants and Toddlers Program. The Maryland Infants and Toddlers Program, pursuant to the Individuals with Disabilities Education Act (P.L. 99-457), was implemented on a statewide basis in 1991. The program provides a system of early intervention for eligible children and their families to promote the physical, cognitive, language and speech, and psychosocial development of infants and toddlers who are at risk of developmental delay. The program also coordinates services and maximizes funding from health, educational, and social service agencies; and private providers. As of June 1991, approximately 4,300 children and their families have been provided early intervention and family support services such as family counseling, home visits, special education, case management, physical and occupational therapy, speech and audiology, and psychological services.

When an infant or toddler is suspected of having a developmental delay, the child is referred by a parent or professional for services, such as health, child care, education, and social services, to a designated single point of entry in the local jurisdiction. A case manager then arranges for evaluation, assessment, and development of the family service plan for early intervention services.

The Maryland Infants and Toddlers Program, in cooperation with the Maryland State Department of Education, developed and implemented a consolidated grant proposal process to ease the access of local jurisdictions to categorical funding streams of more than $3 million. Funding for the program is from Part B and Part H of the Individuals with Disabilities Education Act and the Chapter 1 Handicapped Program.

The director of the Maryland Infants and Toddlers Program chairs the subcabinet's Early Intervention and Prevention Services Committee. The committee is leading the state's efforts to integrate all programs for children below age five and their families.

Governor's Council on Adolescent Pregnancy. The Governor's Council on Adolescent Pregnancy was established in 1986 with the goal of reducing unplanned adolescent pregnancies in Maryland. Its membership includes subcabinet members, local and state advocates for youth, physicians, and civic leaders. The council accomplishes its work through a coordinated and comprehensive approach to the social, educational, economic, health, and legal problems of adolescent pregnancy and parenthood. Based on preliminary data, the number of births to Maryland school-age girls has decreased by more than 13 percent between 1988 and 1990. Using an interagency approach, council members and staff lead public awareness activities to reduce adolescent pregnancy such as the Campaign for Our Children, an initiative recognized for its effectiveness by *Newsweek*, the *Christian Science Monitor*, and the *Catholic News Service*. The Campaign for Our Children is a mass media campaign sponsored by a public-private partnership with the state of Maryland. The purpose of the campaign is to delay sexual activity among nine to fourteen-year-olds and reduce the pregnancy rate among adolescents.

One of the major initiatives of the council is the implementation of PACT Parents and Children Talking a program designed to open communication between parents and children about issues of human sexuality and teen pregnancy prevention. Community organizations, parent-teacher associations, parents, and children are involved in this effort. In cooperation with local government and civic leaders, the council advocates primary pregnancy prevention strategies in rural communities, including conducting needs assessments, utilizing the local media to educate the community, and prioritizing available funding to develop appropriate and "seamless" programs to serve rural jurisdictions.

The council also distributes community incentive grants to local jurisdictions to develop new programs or to expand existing programs aimed at preventing first pregnancies among adolescents. Of the 600 adolescents participating in these programs, only five female participants reportedly have become pregnant and only one male participant impregnated a girl; there was a 75 percent increase in school attendance, and a significant decrease in school suspensions.

In addition, the council, in conjunction with Towson State University, developed and has oversight for Copeline, a twenty-four-hour telephone information line on adolescent issues. Among an estimated 20,000 calls received annually, one of the most popular tapes of interest to young males addresses the responsibilities and consequences of sexual activity.

Services Reform Initiative. The Services Reform Initiative began in 1989 with a $7.5 million grant from the Annie E. Casey Foundation. The initiative served families in three zip code areas in Prince George's County. In fiscal 1990, 694 children from 267 families received generic case management or intensive family services to prevent out-of-home placement. As a result of the intervention, out-of-home placement was prevented for 97 percent of the families served.

In 1991 Prince George's County served 440 families through interagency case management, with an average interagency cost of $3,908 per family. Only seven children were placed in out-of-home settings, resulting in a 99 percent prevention rate. Between fiscal 1989 and fiscal 1991, entries into foster care were projected to rise in Prince

George's County from 551 to 600; actual entries decreased to 503 in fiscal 1990 and 481 in fiscal 1991, while entries into care in Baltimore City (a jurisdiction of similar population without similar services) continued to rise. About 1,200 families were served by intensive family services through the Services Reform Initiative.

In 1992 the initiative was expanded to most of Prince George's County and seven additional jurisdictions, including Baltimore City, Garrett County (a rural county in the western most part of the state), and the mid-Eastern Shore region (Caroline, Dorchester, Kent, Queen Anne, and Talbot Counties). A unique feature of the initiative, approved by the Maryland General Assembly in 1990, is the authority given departments to use funds previously set aside for out-of-home placements for services to keep children with their families or return them from out-of-state facilities. The Services Reform Initiative serves families on a noncategorical basis; provides a single gatekeeper into the service system; provides more local autonomy, flexibility, and responsibility; increases local accountability; increases the number of community-based services; and increases the monitoring and evaluation capacity at both the state and local levels.

Maryland's Bold Steps to Increase Its Investment in Children, Youth, and Families

The subcabinet is changing the state's decisionmaking processes, its service delivery, and its funding procedures to serve families with children who have not been successful in the traditional school environment. For example, a subcabinet priority is the return of children from out-of-state facilities and the prevention of out-of-home placements. This section of the paper describes the interagency collaborative efforts the subcabinet is making to serve families who are at risk of having their child enter an out-of-home placement and families who have a child in an out-of-state facility. The goal of this investment is to build a community support system for families and children to foster self-sufficiency of the child when the child reaches adulthood.

Changing the Way the State Makes Decisions. The process of developing service delivery policy at the state level on a noncategorical, family-centered basis has continued since the creation of the Subcabinet for Children, Youth, and Families by executive order in 1989. The subcabinet has worked primarily through committees that are responsible for making recommendations concerning policy issues.

In the fall of 1992 the subcabinet established a Family Preservation Committee to clarify the state's vision for services reform. Chaired by the assistant deputy state superintendent of schools, its members include the executive director of the Social Services Administration, the deputy director of the Mental Hygiene Administration, the assistant secretary of the Department of Juvenile Services, and the director of the Services Reform Initiative. As a part of clarifying the vision for the reform effort, the subcabinet's Family Preservation Committee recommended that the role of the subcabinet be to establish policy and guidelines for reforming the service delivery system for children and families. Specifically, the subcabinet should ensure interagency planning and budgeting for all priority initiatives, develop outcome measures and goals for interagency initiatives, provide technical assistance, develop guidelines, ensure the availability of training, and develop interagency funding strategies. The Office for Children, Youth, and Families, supported by the participating departments, is responsible for implementing the policies established by the subcabinet.

The subcabinet is far from reaching its full potential. However, since its inception significant changes have occurred in the degree of interagency decisionmaking, in service delivery, and in the financing of state programs.

- Legislation for the Office for Children, Youth, and Families was enacted in 1990 to require the establishment of local planning boards that would develop local interagency service delivery systems.
- To fund the reform effort, language was added to the Governor's annual budget bill to permit funds appropriated for out-of-home placements to be used for family preservation services to prevent placements. (The state legislature now has established in statute the authority that formerly was in yearly budget bill language to use funds appropriated for out-of-home and out-of-state placements to prevent such placement, pursuant to an interagency plan.)
- Pursuant to subcabinet guidelines, more than $8 million designated for out-of-home placement was pooled and made available for the provision of family preservation services on a noncategorical basis through local governing boards in fiscal 1992.
- New legislation mandates interagency planning for intensive family preservation services to prevent placements and for services to return children from out-of-state placements.
- Agencies are beginning to use the interagency process to set their future priorities. Mental Health, for example, has used the subcabinet committee process to review the services of the public residential treatment centers. Moreover, the interagency committee process has been used to standardize licensing requirements and provide a single point of entry for providers.
- Subcabinet committees are reviewing issues from an interagency perspective and setting common guidelines for future planning and development. Examples include committees on family foster care, resource development, refinancing, management information systems, and evaluation.

In addition to increased interagency activities, there has been a change in emphasis concerning the role of state government, from one of managing programs through rules and regulations to one of setting program parameters and requiring local accountability for outcomes. An illustration of this change is the development of an annual interagency report that tracks the number of children entering out-of-home placements and the cost of such placements, both statewide and by jurisdiction. This document provides the baseline data for jurisdictions to set goals concerning the reduction of entries into out-of-home placement and the redirection of funds from out-of-home placements to more preventive services.

Local Governance. State legislation enacted in 1990 required each jurisdiction to "establish or designate a local planning entity to ensure the implementation of a local interagency service delivery system for children, youth and families." Other requirements are found in guidelines developed by the Special Secretary and the subcabinet.

- The board must be appointed by the local government.
- The board must have representatives from each of the key local agencies education, social services, juvenile services, and health (mental health, developmental disabilities, and addictions, if separate) and local government.
- Private citizens, including business persons, advocates, and community leaders, and service consumers must represent a majority of the board.

The local governing board is envisioned as becoming the primary planning, goal-setting, resource-allocating, and outcome-monitoring entity for state-funded or state-supported interagency services to children and their families in the local jurisdiction. It will be responsible for the implementation of the local service delivery system.

To establish a local governing board a local jurisdiction can appoint a quasi-public entity, or designate a unit of county government. An existing county or regional body can be designated as the local governing board if it meets or could be modified to meet the membership requirements set forth in the guidelines. The local governing board should have an independent capacity to perform its duties, including an executive director and clerical and administrative staff, and an ability to handle fiscal matters.

At present, three of the five largest jurisdictions in the state (including Baltimore City) are participating in the reform effort with local governing boards, and a fourth large jurisdiction is engaged in the planning process. In addition, a consortium of five small jurisdictions is participating, as well as a rural jurisdiction in the extreme western part of the state. Several are using units of local government as local governing boards, while some, including the largest jurisdiction, have decided to form a public/private partnership through a nonprofit corporation.

As in the case with the subcabinet at the state level, the concept of interagency, noncategorical, and family-focused planning at the community level is easier to agree to in policy than in practice. However, local governing boards are beginning to build bridges with other local interagency bodies, primarily the local boards responsible for implementing the Maryland Infants and Toddlers Program (P.L. 99457) and the local coordinating councils that are responsible for reviewing all cases of children for whom an agency is planning a residential treatment center placement.

As the first phase of the reform effort, the local governing boards developed proposals for the noncategorical prevention of out-of-home placements and the return of children from out-of-state placements. Local governing boards determined the model of service delivery within the state parameters, made decisions on who should provide the service, and established expected outcomes in terms of prevention of entries into out-of-home and out-of-state placements. These proposals were reviewed and approved by the subcabinet, and local boards then received pooled funds to provide the services.

Changing the Way Services Are Delivered. To move service delivery from out-of-home care to more preventive services, the subcabinet required the development of an intensive, time-limited crisis intervention service to keep children safely with their families when out-of-home placement is imminent. While no specific model was mandated, the model chosen by a local jurisdiction must to have certain characteristics.

- A "no rejection" policy, provided the family has a child on the threshold of placement, is in crisis, and is willing to accept services.
- The capacity to respond quickly to referrals between one and twenty-four hours, twenty-four hours per day, seven days a week, depending on the nature of the referral.
- Workers accessible to the family twenty-four hours per day, seven days a week.
- Services provided in the home and in the community, not in the office.
- Time-limited (with preference given for a four to six-week model).
- Minimum of five to twenty hours per week contact with family.
- Multiple contacts with the family during the week.
- Small caseloads.
- No waiting list.

- Evaluation of outcomes in terms of prevention of placement six and twelve months after services are initiated.

In addition, the model must to be based upon certain premises.

- Services need to be delivered to all family members, not just the child.
- Services must be goal-oriented, with limited objectives surrounding placement issues.
- The model must be one of family-centered service delivery, building on family and community strengths.
- The family is viewed as a colleague and active participant in planning and implementation of the plan.
- Services are culturally responsive.
- Flexible funds are readily available to meet a wide array of family needs, from security deposits to respite care.

The state was interested in testing several models of service delivery and encouraged the provision of noncategorical case management directly through local boards as well as having local boards contract for the service through public or private agencies. However, the service provider was required to provide services on a noncategorical basis.

In addition to this crisis intervention model, the subcabinet required the development of a case management model to return children from out-of-state placements and prevent those placements. Parameters for this service required an intensive, longer term case management model using flexible funding to provide services to the child and family in the least restrictive setting possible. The expected outcome of these services is to maintain the child in the community on a long-term basis, and to improve the child's mental, social, and emotional functioning.

To support jurisdictions in developing these services, the subcabinet has provided technical assistance and funding for training. It is in the process of developing a case manager automated information system that will enable workers to develop service plans with their families. The information system will link goals with outcome measures, strategies, service providers, costs, and progress. In addition, a local area network is being piloted to permit electronic referrals to case management services, as well as to provide the capacity for agencies to review the status of families they have referred. The management information system also will enhance the capacity of the local governing boards and the subcabinet to know, on an ongoing basis, whether they are serving the families they intended to serve with the model they intended to provide, and will provide information concerning the costs of the service model and the outcomes for families. Other supports for the new service delivery system include the piloting of a common family assessment instrument to be used by all agencies in determining the services a family needs.

Changing the Way Services Are Funded. The goal of the effort to redirect funds is to make community-based services more available to families as they are needed to assist them in creating a safe and healthy environment for their children. The first steps toward reaching this goal were to move funds away from out-of-home placement in order to make them available locally in as noncategorical a way as possible. Legislative language included in the budget bill permitted funds appropriated for out-of-home placement of children to be pooled and used flexibly to prevent out-of-home placement, divert or return children from out-of-state placements, and begin to build a community-based service structure for children and families.

The financing strategy permits existing placement dollars to cover the costs of the family preservation services of the reform effort. It is intended to be flexible, though activities still must be carried out under existing state and federal funding guidelines. This strategy is based upon the premise, supported by a four-year trend analysis, that home and community-based care is more preferable and less expensive than is residential and institutional care.

A methodology was developed for calculating each agency's share of available placement dollars, which is based on the data collected over a five-year period in the subcabinet tracking report concerning the numbers and costs of children in out-of-home placements across agencies. Local sites use this methodology to calculate available placement dollars and develop their project budgets.

The strategy translated the principle of money following the child into a funding mechanism for transferring out-of-home placement dollars from the four funding agencies (Department of Human Resources, Department of Health and Mental Hygiene, Maryland State Department of Education, and Department of Juvenile Services) to a single department (Maryland State Department of Education) that acts as fiscal agent for the initiative. In fiscal 1992 approximately $8.2 million in redirected placement dollars, cash, and redeployed positions were contributed to the initiative. The transferred funds included both the cost of local and state operations and potential incentives available to the local initiatives.

Each local governing board is required to establish goals in terms of number of entries into out-of-home placement that will be prevented and numbers of children who will be returned from out-of-state placements. Jurisdictions that reach their goals receive incentive payments of 75 percent of the difference between the cost of the placement prevention service and the placement. These incentive funds will be used by local governing boards to establish more community-based preventive services within guidelines established by the subcabinet. The remaining 25 percent is reserved for use by the subcabinet for the same purpose. A prevention/early intervention committee of the subcabinet has established priorities for programs to be funded by the subcabinet with funds obtained through its refinancing efforts. The emphasis of these services will be upon ensuring that families are supported in helping their children reach age five mentally, physically, socially, and emotionally ready for school.

Conclusion

This paper has described the implementation of a state policy intervention to strengthen Maryland families and increase the opportunities for Maryland's at-risk children. The reformed system returned thirty-five children and youth from out-of-state institutions in fiscal 1992. Community-based resources continue to be developed to help them succeed in quality career education and vocational training programs and to pursue employment opportunities. For example, one of the youth who returned to the state in 1991 currently is enrolled in a Level V public school, where he is described by his teacher as a model student. He successfully completed a vocational education summer program in 1992 and secured part-time employment. His family has become an active partner in his education through participation in a parent support program.

In addition to those young people who returned from out-of-state institutions, more than 400 children and youth who were served under the reformed system remained with their families and did not enter out-of-home placements. Maryland's effort to reform the way high-risk children and their families are served has strengthened families and increased the likelihood that all Maryland children and youth will secure a brighter, self-sufficient adulthood.

In July 1992 the subcabinet adopted an ambitious work plan for fiscal 1993 and fiscal 1994. The work plan calls for further redirection of funds from the "deep" end of the service delivery continuum toward services that strengthen families before crises arise. For subcabinet members, this is the most exciting stage of Maryland's restructuring, the time when services can be developed in those areas where they are most effective.

Education that Works: Creating Career Pathways for New York State Youth, Summary of Final Report

by David J. Gillette

The Purpose of the Task Force

In 1991 the Governor of New York established the Task Force on Creating Career Pathways for New York State Youth. He asked the lieutenant governor, who serves as vice chair of the State Job Training Partnership Council, to oversee and guide the work of the task force as it endeavored to build on the framework of the Board of Regents' New Compact for Learning and the workforce development mission of the job training council. Over the last year, the task force sought to answer a number of questions.

- What will employers need in the workforce of the future?
- What kind of preparation should young people receive to be well-fitted for work?
- What can be learned from the highly successful traditional registered apprenticeship system found primarily in the building and construction trades?
- Can career pathways be strengthened and broadened to ensure that all young people have access to a productive future?

The need to better prepare youth takes on added urgency as New York State confronts the enormous demands of an intensely competitive global economy, one that will represent increasing challenges into the twenty-first century. In his 1990 state of the state address the Governor initiated "Global New York" as an economic development effort to position the state as a leader in a new world economic order. The task force's charge to address the workforce preparation of New York's youth is central to that effort.

The task force was co-chaired by a member of the New York State Board of Regents and chair of its Committee on Elementary, Middle and Secondary Education; and the former vice chair of the New York State Job Training Partnership Council, who is president of the New York State United Teachers and vice president of the New York State American Federation of Labor and Congress of Industrial Organizations (AFLCIO). Task force members included employers from a range of businesses; leaders of the AFLCIO; and representatives from education (boards of cooperative educational services; urban, rural, and suburban districts; and higher education), the legislature, the executive branch, and training agencies.

The task force believed that in order to maintain global competitiveness, New York State must create a world-class competitive workforce. Some industries and companies in the state have maintained their competitive edge, even in light of significant challenges from international rivals, because of their effective use of well-trained workers. Examples include the portable lamp and shade industry in New York City; Levitown and Eagle, both of Long Island, which manufacture faceplates and electrical fixtures; and the garment industry of Seventh Avenue.

In developing its policy recommendations, the task force sought to draw on leading school-to-work initiatives already underway at the local and national levels. The Commission on the Skills of the American Workforce first outlined in **America's Choice** a plan for new educational performance standards at the national level. The Educational Testing Service, the Armed Services, and the U.S. Department of Labor Advisory Commission on Work-Based Learning all are trying to identify standards for work readiness. The Rochester-based National Center on Education and the Economy is engaged in an effort to quantify work readiness through its New Standards Project. The U.S. Department of Labor Secretary's Commission on Achieving Necessary Skills has also done significant work in this area.

The task force recognized that work readiness is just one of several important aims of education; others include preparing young people to lead full and creative lives, participate in a democracy, appreciate the arts, and respect cultural diversity. The task force believed that the changes it sought would help further all the goals of public education. These goals include producing responsible citizens as well as capable workers and ensuring young people have the greatest possible range of choices in preparing for their life's work.

This paper contains the task force's rationale and recommendations for a new approach to education in New York State. The recommendations are not intended to be considered individually but as integral and interlocking components of a comprehensive plan. The task force worked to ensure that its proposal was harmonious with the significant goals expressed by the Board of Regents and the state education department in the New Compact for Learning. The recommendations delineate that portion of the compact's Five-Year Strategic Plan that calls for "preparation for work and college, and fostering better transition for students between school and work, and school and college." The task force proposed bold and innovative directions for advancing the compact's goals, including new, more flexible career pathways for our youth.

The *Pathways* report was forged after months of study, debate, and consideration. The task force was not charged with implementing its recommendations; that work will fall to the Board of Regents, the executive branch (including agencies not typically involved in education such as Economic Development and Corrections), and the legislature. Employers must be integral participants in this new system of education and must share in the effort of implementation. Coordination at all levels will be critical.

The New Compact for Learning, when addressing coordination of school reform, applies the wisdom of the African proverb, "It takes the whole village to raise a child." The task force emphatically agreed that it is necessary to involve the whole community, especially parents, to ensure that all children receive the education they need. Because the task force's charge was to examine issues related to work readiness, it concentrated on the need for partnerships between employers, labor, and the schools; however, it wholeheartedly endorsed the compact's broader goal of involving the entire community in the education of the state's youth.

The task force believed that enough time had been spent detailing society's shortfalls in its commitment to world-class education. Therefore, its aim was to turn commitment into action with a propelling sense of urgency. As the task force presented *Education That Works: Creating Career Pathways for New York State Youth* to policymakers, it also called upon them to adopt a timetable for action one that will ensure that a system of new pathways is in place by 1995 and is fully operational for the class of 1999 and succeeding generations of New York State's youth.

Toward A Better Way of Preparing Young People for Work

New York State must get its young people working. First and foremost, students need to work harder in school to acquire the skills and knowledge they need to be productive citizens. Ultimately, when they have reaped the benefits of a world-class education, they will be equipped for jobs that raise New York State's standard of living and provide a decent future for workers and their families. To achieve those goals, there must be major changes in the way schools and businesses function.

Options in Our Current System. In general, New York State schools offer secondary students three options: a college-bound course of study; a general, less rigorous academic program; or a vocational program that includes Regents and/or general track academics. Students can choose to complement any academic program with occupational education in a wide range of subjects. The state's system of diplomas does not differentiate among those who receive career-related education and those who do not. With a few exceptions, students earn either a Regents diploma or a local diploma.

Slightly more than a third of the state's students take an academic program leading to a Regents diploma (in 1990 35 percent of male high school seniors and 39 percent of female high school seniors). This course of study, which is viewed as solid academic preparation for college, typically includes little or no direct employment-related skills. Close to two-thirds of New York State high school students earn local diplomas (in 1990 62 percent of male high school seniors and 59 percent of female high school seniors; in the cities, the proportions are significantly higher). The program leading to a local diploma typically is a less rigorous academic curriculum that is not considered a springboard to a baccalaureate degree. Neither does it equip youth to enter the world of work since the general track does not require occupational training. (It is true that a small number of affluent districts award local diplomas for completion of curriculum with a rigor exceeding that of the Regents. These isolated instances are not what is referred to here.) The local diploma too often is an award for attendance rather than an authentic credential of knowledge or skills that equip youth for the workplace or continued education.

Aside from junior-high level courses in "Home and Career Skills," and an "Introduction to Technology" (representing three-fourths of a credit and one credit, respectively), the state does not mandate any study directly relating to employment or work readiness. The mandated programs at the junior-high level deserve continued support, but they are not nearly enough.

The extent and quality of elective programs of study in occupational or vocational education vary from district to district. These include city high schools that specialize in vocational education (e.g., New York City's High School of Aviation Trades and schools in Buffalo, Syracuse, Rochester, and Yonkers); occupational education programs offered by school districts; and the forty-one boards of cooperative educational services districts, which operate seventy-two regional sites shared by individual school districts.

Existing quality occupational education programs are equipping youth for entry-level jobs in a variety of fields. An informal state survey of secondary students who had completed occupational education programs found that for the class of 1987, the most recent year for which data were available, 91 percent were productively employed in the workplace or in the military, or were enrolled in postsecondary education. However, while many of the current secondary occupational education programs offer excellent preparation, they are reaching only a fraction of the state's student population. In 1990-91 only 308,141 students at the secondary level (38 percent) were enrolled in some type of occupational education program out of a secondary school population of 777,208. Enrollment in occupational education varies across the state. In New York City there are long waiting lists for available programs, while some upstate programs are underenrolled relative to their capacity. Similarly, there are differences statewide in the commitment of resources. Individual programs often do not have modern equipment or relevance to fast-changing workplace demands. For instance, a printing course offered at one urban high school concentrated exclusively on traditional composition and printing, even as desktop publishing was revolutionizing printing in the "real world." Because the quality and standards of programs may vary, there are few benchmarks for employers that identify whether a graduate of a particular occupational education program has acquired specific skills.

Why is New York producing such a relatively low number of young people with occupational or vocational training in light of the increasing need for highly skilled workers? The answer is complex and embedded in basic societal attitudes toward secondary education. In the latter half of this century, society emphasized a college education as the primary pathway to the American dream, relegating occupational education to second-class status. An analysis by the Association for Supervision and Curriculum Development notes, "Vocational education must overcome a number of obstacles: declining enrollment, a persistent image problem and the American public's belief that only a four-year college degree is good enough for 'my child.'" In a similar vein, the Occupational Education Committee of the District Superintendents of New York State states in a 1989 position paper that a "very narrowly defined dialogue at the national and state level" on education reform has largely overlooked vocational/occupational education as a viable option for youth.

Emphasizing a four-year baccalaureate degree as the primary avenue to a productive future ignores reality and ill-serves the state's young people as well as its economy. William L. Lepley, director of the Iowa Department of Education, notes, "Not everyone needs a four-year college education and it is a tremendous disservice to pretend otherwise. Most labor market information indicates that the majority of future jobs will be for people with less than a bachelor's degree. Possibly the biggest failure of American public education is that it hasn't prepared students for this future."

William H. Kohlberg and Foster C. Smith, president and senior vice president of the National Alliance of Business, in their book, *Rebuilding America's Workplace*, summarize the problem as follows, "The American education system is geared to producing college graduates but only 30 percent of jobs in this country require a college degree. The United States has not developed systems for producing world-class frontline workers."

Responding to the Challenge. The enterprise of public education is undergoing significant reforms, but a critical need has yet to be adequately addressed. This need is preparing youth for the world of work.

Because occupational education has not been emphasized as an integral element of secondary education, many students defer work-relevant education until after high school. Two-year colleges help provide this necessary education to some young people, but large numbers who "postpone" vocational education will never receive it. While most high school students say they plan on college—and about three-quarters of New York State high school graduates do go on to some form of postsecondary education—only half of those actually graduate.

When the entire pool of young people is considered—including high school dropouts as well as graduates—currently only 30 percent of the New York's young people will earn a two or four-year college degree. What happens then to the 70 percent without a college degree? Far too many are unprepared for a productive future.

The reality is that New York State lacks a coherent system for helping young people make the transition from school to the workplace. A majority of the state's high school graduates will confront the job market with no discernible skills. The future is even bleaker for high school dropouts—the 20 percent or more who leave before the twelfth grade. Without any credential and often lacking rudimentary skills, they exit the system totally unprepared for meaningful employment. According to the State Job Training Partnership Council, sample data from 1989 indicate that of the total state working age (eighteen to sixty-four) population of 11,304,000, more than 2 million some 18 percent have not completed high school or earned a high school equivalency diploma.

To produce a globally competitive workforce, it will not be enough simply to replicate quality vocational education programs currently in place. These programs need to be used as a starting point, not a destination for building a world-class system of career pathways that allows young people to progress along a continuum of lifelong learning. A system of ongoing career preparation must make it possible for individuals to progress past entry-level jobs and to switch careers as their needs and interests dictate. Both for young women and young men, this system must promote equal opportunities to choose career pathways free of sex-role stereotyping.

Another significant challenge that lies ahead is to fully involve employers and labor on a widespread basis in preparing the next generation of workers. International comparisons show America's youth lagging behind their peers in other countries, and those nations are moving forward. The United States must not only narrow the gap, but also move ahead. And business and labor must be deeply involved in helping to set the standard for what students should know and be expected to do, in providing career information, and in working with the schools to provide educational work experiences.

"America's success or failure in the global marketplace depends above all else on success or failure in the local schoolhouse," says Keith Geiger, president of the National Education Association. "To succeed in tomorrow's world, our students must be better educated than any previous generation. Better student performance today will mean better worker performance tomorrow."

Guiding Principles for A New Approach to Preparing Youth For Work and Lifelong Learning

The task force proposed a new system for preparing youth for work and education beyond high school. Career Pathways aims to strengthen those skills that youth will need as workers and citizens in the next century and is based on three guiding principles.

Setting World-Class Standards—New York State must establish world-class standards for what youth must know and be able to do as they enter the workplace or continue their postsecondary education.

What is meant by world-class standards? Quite simply, New York State standards should meet or exceed the highest standards in the world for preparing an individual for work, advanced training, or college. For all students, public education must include a more rigorous program of "the basics" to reach world-class standards in literacy and computation and the integration of work-related skills and career information free of sex-role stereotyping from kindergarten on up.

Committing to Equity—A commitment to equity is essential if excellence is to be achieved.

Educational opportunities must not be dependent upon where children live, their household income, race, or gender. All children can learn. They may learn in different ways and at different rates, but the task force's goal for every student must be no less than a literate and productive life. That means that a system that "graduates" students with a credential that fails to certify knowledge and skills will no longer be acceptable.

Even as the need for higher standards of student achievement are acknowledged, no child must be left behind. If higher standards are instituted with no changes in the structure of our schools, the state might see only a worsening of an already shameful dropout rate. Society cannot ignore the reality of poverty, family problems, and a host of other conditions that may interfere with a child's ability to learn. But children are not helped to escape a cycle of failure by lowering standards.

A system that has one set of standards for advantaged students and another "lower" bar for those at risk is perpetuating the very divisions caused by economic class and personal circumstance. The task force believed that the state must set its sights high and provide the support each child needs to succeed.

Restructuring Public Education—Public schools must continue to be the primary providers of workforce education and preparation to give all young people access to a productive future. But New York State's system of public education must be fundamentally restructured to do a better job of helping all children learn.

Significant changes must be made in **how** the state's schools educate young people. As public education is refocused to provide clear pathways, not only to college, but also to the full range of careers that do not require a degree, changes will have to be made in the curriculum concerning **what** students learn and more important, **how** they learn, in order to produce active learners who can apply what they know in real-life settings. The entire community, including parents, educators, business (private and public sector employers), and labor must commit to bridging the gap between school and work.

Restructured schools should recognize individual differences and use a flexible range of teaching methods and "real-life" experiences to help children learn. Extra help and support must be provided to those who may need it, including those with learning disabilities, immigrants who are not fluent in English, or those with family care responsibilities. There must be a strong network of programs that offer educational alternatives for youth who have dropped out.

Recommendations for Creating Career Pathways for Youth

Although many of the recommendations focused on the high school years that serve as the launching pad for college or the world of work, the task force called for changes in the entire continuum of public education. The significant changes that are needed will have an impact on every grade from kindergarten through grade twelve and beyond. Following are detailed recommendations and rationales for this new system of public education.

Standards

Recommendation #1: New York State must institute and maintain world-class standards in the academic areas that form the foundation for all education.

When it comes to the fundamentals 22 reading, writing, mathematics, science and other academics 22 New York State needs world-class standards for student progress measured by a strong system of performance-based assessments. In addition to a stronger emphasis on fundamental academics, young people need to develop the thinking, communication, and performance skills that will be called upon over and over again in a student's lifetime as he or she adapts to new life challenges.

Recommendation #2: New York State must institute and maintain world-class standards for the workplace skills needed to succeed in careers.

An intensive effort must be made to define precisely the skills and content knowledge people need to be prepared for the workplace, specifically those work readiness skills that are the cornerstone of most jobs, such as being able to work cooperatively and being able to solve problems.

New Directions in Public Education

Recommendation #3: **To help students reach these new expectations of progress in academics**

embark on significant new directions in public education.

- All students must pursue a more rigorous program of academic fundamentals.
- Workplace skills and career information must be integrated into the curriculum from kindergarten on up.
- At the high school level, the general track option leading to a local high school diploma should be eliminated. New career pathways free of stereotyping should be created that prepare all youth for work and lifelong learning.
- A school-structured on-the-job experience should be required of all secondary school students after they have demonstrated work-readiness skills.

After demonstrating initial mastery of these entry-level work skills and academics, youth would branch out into a variety of educational pathways that would prepare them for gainful employment or higher education.

Recommendation #4: New York State should institute three benchmarks that will certify that young people have successfully demonstrated skills or content knowledge according to clearly defined world-class standards.

A *Career Pathways Certificate* should be instituted to certify world class-level mastery of the fundamental academics and work-readiness skills needed for entry to the workplace and continuing education. The standards for earning a Career Pathways Certificate should be the same for all, but the length of time it would take to earn a Career Pathways Certificate would vary based on an individual's rate of progress. The Career Pathways Certificate is not a "leaving" certificate, it should serve as a steppingstone to new and necessary pathways in secondary education.

A *high school diploma* should be the benchmark following a Career Pathways Certificate. It should be awarded not for attendance but for demonstrated mastery beyond the Career Pathways Certificate of advanced academics and workplace skills. Instruction leading to a high school diploma should provide flexibility in career choices and include a school-supervised work requirement for all students that is designed and supervised in conjunction with employers and labor.

New York State should institute a non-baccalaureate system of *professional and technical certificates* that would certify mastery of advanced skills and knowledge in particular fields. Creating a system of professional and technical certificates would provide many new career opportunities for young people to expand their knowledge and skills both in high school and after graduation.

Some professional and technical certificates could be earned concurrently with a high school diploma; others would require significant additional training beyond the requirements of a high school diploma. The time needed to earn professional and technical certificates would vary depending on students' rate of progress and the rigor and depth of requirements in a particular field. Youth would be able to earn professional and technical certificates at a variety of sites, including public schools, community colleges, and other institutions of higher education.

Assessing Student Performance

New York State must institute valid, credible assessments for attainment of a Career Pathways Certificate, high school diploma, and professional and technical certificates. The task force supported the adoption of authentic assessments, such as student performances, portfolios, projects, or demonstrations of knowledge and skills.

Standards for Disabled Youth

Special education programs for students with disabilities should be designed to help them make progress toward earning a Career Pathways Certificate and subsequent benchmarks of performance. Students receiving special education should be educated to the same set of world-class standards as other students if educators and employers are to value their participation in postsecondary opportunities.

Recommendation #5: Public education must be restructured to create environments that foster development of the thinking and problem-solving skills young people will need to succeed in careers and in life.

Traditional schooling and a single formula of education for all students do not address what research has shown us about the way children learn. Schools must be restructured to create an environment where a variety of approaches are used to help children learn. Employment skills should not stand alone as a separate topic or subject but should be an integrated part of existing curriculum.

Recommendation #6: New state standards should be phased in over time to ensure that students have fair and equal opportunities to meet the standards.

Young people cannot be expected to meet higher standards until schools and employers first provide the education, training, and resources they need to be prepared. A phase-in period will be needed to give students the time necessary to reach higher standards.

Recommendation #7: Employers and labor unions should be active participants in all phases of developing and implementing new career pathways for youth.

Involvement by employers and labor should include:

- helping to advise the Board of Regents on the standards of student performance needed for success on the job, including work-readiness requirements for attaining a Career Pathways Certificate;
- serving on a Professional and Technical Standards Board (see Recommendation #10) to set standards for entry-level jobs in a range of occupations;
- establishing partnerships with schools to structure educational work experiences for secondary school students who have earned a Career Pathways Certificate; and
- helping students who must work before they have earned a Career Pathways Certificate to stay connected to education by providing flexible hours or other accommodations they may need to continue progressing toward Career Pathways certification.

Recommendation`#8: Multiple learning environments should be designated to provide instruction leading to a Career Pathways Certificate for youth who have dropped out of the public schools even as a commitment is made to reducing the number of students who leave school to zero from current levels. Alternative learning environments also should be designated to provide instruction leading to a Career Pathways Certificate for adults.

While these environments will offer different approaches to learning, or a longer timetable for reaching benchmarks, the standards used for assessing progress toward a Career Pathways Certificate or high school diploma must be the same statewide.

For any approved alternative learning site, the state should provide supervision, technical assistance, and funding to program providers serving individuals who have dropped out of school but who need an alternative route to the Career Pathways Certificate. Alternative learning environments could include:

- a separate entity within the traditional school;
- boards of cooperative educational services;
- institutions of higher education;
- skill opportunity centers;

- private industry councils; and
- community-based or not-for-profit organizations.

Recommendation #9: Youth who wish to work before the age of eighteen should have earned a Career Pathways Certificate or be enrolled in a program leading toward a Career Pathways Certificate, subject to the establishment of a strong and flexible system of support that would allow youth to remain connected to education even if they drop out of school.

The intent of this recommendation is not to prohibit young people from working; the task force recognized that many young people must work for their own or their family's economic survival. Instead, it wanted to ensure that even while youth are working, they retain a connection to education that at the very least will ensure that they have the fundamental skills and knowledge they need to prevent work from becoming a dead end.

While the task force recommended linking the Career Pathways Certificate (or enrollment in a program leading to a Career Pathways Certificate) with the right to work before age eighteen, this linkage must not be made until certain conditions also are met.

- There must be an adequate phase-in period that establishes the credibility of the Career Pathways Certificate as a reliable benchmark for work readiness.
- Flexible and creative ways must be developed for youth to continue working toward a Career Pathways Certificate even if economic necessity forces them to drop out to work full time.
- Schools must coordinate with social services and other agencies to ensure a network of services that may be needed to keep young people progressing toward a Career Pathways Certificate (e.g., child care).
- Employers must work in partnership with the schools to establish the Career Pathways Certificate as a meaningful certificate and to encourage and assist young people to continue their education.

Governance

Recommendation #10: The state Curriculum and Assessment Council should be established as a permanent entity that would serve as a standards board to advise the Regents on the standards for attainment of a Career Pathways Certificate. The council's membership should be amended as necessary to include representatives from employers and labor who can provide perspective on the skills and education needed to succeed in the workplace. In addition, the state should establish a New York State Professional and Technical Standards Board charged with designing and implementing a statewide system of professional and technical performance standards for entry-level jobs in a range of occupations and trades.

The Professional and Technical Standards Board would define a system of standards that taken together would certify that youth and adults are prepared for work in high-performance organizations, including services and manufacturing; cover the majority of occupations not requiring a four-year college degree (other than those already licensed by New York State); and combine schoolwork with structured, on-the-job training.

Members of the Professional and Technical Standards Board should be appointed by the Governor, with the majority of members representing business and organized labor. The chancellor of the Board of Regents and the state commissioner of education also should serve on the Professional and Technical Standards Board.

Funding

Recommendation #11: New York State should provide funding for implementing new career pathways to ensure that all youth have equal opportunities to learn.

The task force endorsed **Funding for Fairness**, a report of the Temporary State Commission on the Distribution of State Aid to Local School Districts.

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Developing Statewide Systems of Youth Apprenticeships as a Mechanism to Restructure Secondary Schooling

by Christopher M. Harris

Introduction

In April 1992 the Council of Chief State School Officers (CCSSO) awarded grants to five states to support the implementation of statewide systems of youth apprenticeship. Through its grant program, New Career Paths Through Youth Apprenticeship, the council awarded funds to states whose projects showed promise to substantially develop state policies and programs for youth apprenticeships in specific occupations, have the potential for statewide systemic impact over time, and have significant positive impact for youth who plan to begin their career immediately after leaving secondary school.

This paper examines the process of planning, developing, and implementing statewide systems of youth apprenticeship in those five states. It identifies and analyzes the involvement and activities of several important participant groups. The paper also offers an early analysis of the role of state education agencies in using youth apprenticeship as a mechanism to restructure secondary schooling.

Changing Skill Requirements for the Labor Market

For many young people in the United States the next step after high school—if it is not college—often is an uncertain one. Their options regarding additional training or well-paying employment with the chance of advancement are few and not equally available. High school graduates face limited options unless they have a record of strong academic success, a sequential program of quality vocational education, solid work experience through which they have developed marketable skills, and/or access to adult networks and contacts among employers.

In a period of great economic competition among world markets, the dilemma for the United States is increasingly one of developing a high-skill workforce or ensuring competitiveness by relying upon a low-wage labor force. To pursue the former strategy will require great changes in the ways we prepare, reward, and nurture our entry-level workers and current workforce. In particular, the needs of students who do not plan to enter college immediately after high school must be addressed in a more systematic manner by schools and communities and also as a priority of national concern. The latter approach of relying on a low-wage workforce is disastrous; several other countries have large labor forces working for far lower wages than those available in the United States, which could help drive more low-skill jobs offshore.

National trends indicate a widening gap between the earnings of high school graduates and those of persons with college degrees, and increasing rates of poverty among young families headed by high school graduates. Poor-quality education, poverty, diminished opportunity due to discrimination, or lack of proximity to a thriving economy are barriers to our youth that limit their prospects for achieving independence and productive adult roles. Absent quality health, educational, and social support programming beginning in the early school years, and structured and progressive experiences that bridge youth and adult worlds, too many of our young people will experience high levels of unemployment or underemployment and entry into low-wage employment with limited opportunities for career advancement and continued education. Moreover, because virtually all youth eventually will seek employment—whether directly following secondary school or after postsecondary studies—all students can benefit from approved systems of school and workplace preparation.

In the United States we have been successful in structuring pathways for young people from high school to postsecondary education and in organizing resources and programs that prepare, advise, document, measure, and fund for college success. For a smaller group of students, we offer quality programs of vocational education that provide career development and access to skilled employment or further education and training.

Many young people have only limited access to programs that provide supervised orientation to the workplace and effectively combine classroom and work-based education. Few high school juniors and seniors participate in cooperative education, which systematically combines classroom instruction with paid work experience and on-the-job training relating to a student's career interest. Apprenticeship, a form of paid work-based learning and credentialing with a long tradition in this country, is available to very few workers (less than 300,000) in a limited number of trades. Moreover, it is seldom accessible to entry-level workers or school-age youth. The average age of apprentices is twenty-nine.[1] The large number of students enrolled in the "general" track in secondary schools and many students in academic and vocational tracks are ill-served by schools and not adequately prepared for the demands of high-skill employment.

We have not developed the necessary structures at the appropriate scale for ensuring systematic access to the workplace and success in employment for the majority of youth who will seek to enter employment before or during completion of some form of higher education. Fifty percent of high school graduates do not go directly into postsecondary education; an additional 25 percent begin postsecondary education but do not complete a bachelor's degree.

For these young people, preparation for postsecondary experiences often includes only general courses that lack academic rigor, supplemented by introductory vocational education courses that focus on developing entry-level skills. Compared with college preparation programs, there has been no comparable commitment of resources for preparing, advising, documenting, measuring, and funding for workplace success.[2]

The goal should be to produce young adults with high levels of academic achievement and broad competencies—high school graduates equipped to pursue successfully a range of continuing education, training, and occupational options. To ensure that all youth have these options will require extensive changes in secondary education, changes in how curriculums are structured and organized, what times and places of instruction are offered, and how resources are used.

Restructuring Secondary Schools

There must be a substantial change in how youth are prepared for adulthood as family members, citizens, and workers. There must be a concomitant significant restructuring of schools and workplaces to support this change. Changes in the ways the school and employment preparation continuum are restructured are critical to motivate all youth to stay in school and to participate in challenging and necessary courses of study. Changes are needed in the ways curriculum and instruction practices support the development of high-performance skills required on the job and the ways the workplace reinforces competencies built at the school. Change must occur in the ways students are counseled and guided by experiences and expectations of them. Finally, change is critical for new links between schools and businesses; schools and continuing education; and schools and other services that support preparation of all youth for citizenship and world-class productivity.

The development of a high-skilled workforce begins in the elementary and middle school years and continues into secondary school with a range of effective and appropriate instruction and work-related experiences. These experiences should allow all students to reach high school graduation prepared to immediately enter the world of work, to continue in some form of postsecondary education or training, or both. To provide such preparation for all students, a dramatic restructuring—a fundamental change—of secondary schooling is needed, which involves a number of reforms in the nature and organization of curriculum and instruction, including changes in:

- education's goals to meet the needs of students and the changed demands of society and the workplace;
- the organization and kind of knowledge stressed in many schools, from a primary emphasis on minimal competencies to an expanded emphasis on higher order abilities and critical-thinking skills;
- instructional approaches that emphasize passive reception of discrete information to ones that stress active, exploratory, and contextualized learning;
- counseling, guidance, and adult mentoring of students to support youth development and provide information about employment options; and
- the way time is structured in schools from a fixed variable (e.g., all students attend fifty-minute blocks of instruction; attend school from morning to afternoon; and follow an agricultural yearly calendar) to an acknowledgement that students learn at different rates and in different ways.[3]

These recommendations, supported by recent research in cognitive learning theory and the development of effective schools,[4] underscore the need for changes that provide greater varieties in instruction and curriculum (especially for work-bound students); require deliberate linkages with employers to improve education programs so that they more directly support the requirements of the workplace and the fullest development of the individual; improve the quality and scope of student counseling and guidance services to support the developmental needs of youth, including assistance with employment paths; develop creative, alternative sequences of schooling that are flexible and provide wide accessibility; and provide fairness in the use of assessment for job-related competencies and credentials.

Virtually all youth eventually will seek employment. Whether employment directly follows secondary school or follows postsecondary studies, all students can benefit from improved systems of school and workplace preparation. There are many strategies and approaches that address youth employment preparation needs. Some are longstanding, while others are relatively new.

Youth Apprenticeships

One approach to connecting school and employment that incorporates the concepts noted above is youth apprenticeships. Youth apprenticeship functions as a method for providing instruction in conjunction with employment preparation. It requires schools, employers, and employees to jointly develop programs of theoretical and practical learning that integrate academic and vocational subjects and that are closely tied to labor force needs. When effectively designed and implemented, youth apprenticeships can provide alternative and stimulating learning environments that encourage students to stay in school, and offer students additional adult mentors at the work site who can assist in their social and emotional development.

Historically, the definition of apprenticeship is an agreement through which the apprentice gains instruction and support in exchange for work. The apprentice learns with masters of the trade, craft, or profession and begins an occupational career while contributing to the productivity of the enterprise.

The concept of apprenticeship is long in tradition. It is embedded in a full range of occupations in the United States from the building trades, to "traineeships" in sales or service industries, to "internships" for physicians and surgeons. In each of these occupations the "apprentice" is instructed and supported at the same time he or she works. A youth apprenticeship, unlike some training programs that emphasize training in a narrow, limited range of specific skills, is both a way of learning—in school and the workplace—that supports contextualized thinking and training in a broad array of skills. In other industrialized and developing countries, the concept of apprenticeship is very widely used for the passage of youth to adulthood and from schooling to employment.

The U.S. experience stands in sharp contrast to broadly based training and apprenticeship programs in Western Europe, especially Germany and the Scandinavian countries. These nations have constructed webs of social, education, and labor/training supports that help young people enter adulthood with experience, guidance, and training as workers and options for employment that pays wages sufficient to support a family. All major partners in this effort government, business, and labor invest considerable human and financial resources to ensure that high school graduates are prepared for employment. For example, the German "dual system" provides a multiple-path system of employment preparation supported by central and local government, labor unions, and employers. Students can choose among several types of secondary schooling and have numerous possibilities for additional or different training at the end of secondary schooling and in later years. This sort of arrangement in which government, employers, and organized labor cooperate to support a system of employment preparation does not exist on a similar scale in the United States.[5]

Youth apprenticeships, as they are being designed in the United States provide structured routes to good careers that combine paid work and on-the-job training with related classroom instruction. They include several important elements.

- Youth apprenticeships structure learning through work and classroom instruction.
- Employers provide a learning environment for apprentices that includes trained supervisors and mentors.
- Schools adapt instruction to take maximum advantage of the apprentice's work experience (i.e., integration of academic and vocational learning, integration of work-based and school-based learning, and new career-related guidance and counseling).
- Youth apprentices are employees; they are paid for their work.
- Youth apprenticeships are organized by career areas, not specific jobs (e.g., health care occupations or metalworking technologies).
- Youth apprenticeships lead to academic diplomas (i.e., high school diploma and possibly an associate degree) and occupational certification (i.e., broadly recognized qualifications of occupational skill).
- Youth apprenticeships serve as a structured linkage between secondary and postsecondary institutions (e.g., frequently programs begin in the tenth grade, mix school and worksite learning, and end with the completion of the second year of technical or community college).

CCSSO Initiatives to Connect School and Employment

In 1991 the Council of Chief State School Officers established a priority, "Connecting School and Employment," and began a series of interrelated activities that will continue over several years to support the improvement of student preparation for employment. As part of this priority the council has explored ways schools and other stakeholders—employers, unions, and human service agencies could begin to bring about the systematic changes required to provide improved preparation for employment and lifelong learning for all youth. Beginning in 1991 the council initiated a number of activities to review the current curricula, career and counseling services; methods of instruction; rewards and sanctions; and linkages among schools, employers, and employee organizations, and how they support the preparation of young people for challenging careers and continued learning. Among these activities was a review of youth education and training systems in Western Europe and this country; a council policy statement on connecting school and employment; a survey and resource compendium on state initiatives to improve school and workplace learning; and commissioned papers by national and international experts.

To support the kind of change in preparing students for adulthood and employment identified as necessary in council research and publications, CCSSO also initiated a two-phase grant program to support the creation of statewide systems of youth apprenticeships. Supported by the Pew Charitable Trusts and the Charles Stewart Mott Foundation, New Career Paths Through Youth Apprenticeship established two programs of competitive state grants to support design and implementation efforts.

CCSSO Youth Apprenticeship Grants. In late summer 1992, CCSSO awarded grants of $20,000 to ten states Arkansas, California, Illinois, Iowa, Michigan, Pennsylvania, Vermont, Virginia, West Virginia, and Wisconsin to support planning and design efforts to develop systems of youth apprenticeships. The design grant program continued through February 1992.

To expand these and other design initiatives, CCSSO conducted a second grant competition. In April 1992 the council awarded one-year grants of $50,000 to five states that demonstrated the ability for substantial, systematic improvement of student preparation for employment and adulthood through youth apprenticeship. The council's support for the creation of systems of youth apprenticeships is designed to complement the implementation of technical preparation (tech prep) programs under the Carl D. Perkins Vocational and Applied Technology Act Amendments of 1990 and other federal and state programs by strengthening work-based learning and integrating vocational and academic instruction.

State Youth Apprenticeship Projects

California, Maine, Minnesota, West Virginia, and Wisconsin received CCSSO youth apprenticeship implementation grants. Below is a description of the activities proposed by each state.

California. Several groups in California are developing the California New Youth Apprenticeship Project. Six months prior to the CCSSO grant California convened a Youth Apprenticeship Steering Committee to advise and coordinate statewide efforts to improve the transition from school to employment.

California identified seven objectives for its youth apprenticeship effort.

- **Research**. To learn from the most promising local, state, and national efforts already underway.
- **Steering Committee**. To develop further and support California's New Youth Apprenticeship Steering Committee and its project oversight role.
- **Resource Identification**. To refine and implement a plan to fund model sites, with a focus on serious industry/employer contributions.

- **Networking and Dissemination**. To continue the creation of a network of existing local projects in California that can immediately learn from one another and focus on improved workplace learning.
- **New Youth Apprenticeship Programs**. To gain industry acceptance of the steering committee's model of youth apprenticeship for California and initiate programs in a number of high schools by the fall of 1992.
- **Barriers**. To identify both existing barriers to apprenticeships for high school students, and ways in which they may be overcome through changing regulations and state and local practices.
- **Evaluation**. To evaluate the progress made in achieving the objectives and report progress to all interested parties.

California is focusing its initial pilot efforts on the printing and health industries, with the first pilot to start with fifty high school juniors in the Graphic Arts Academy at Pasadena High School. A second effort in the health industry, possibly linked to the Encina High School's Health Academy in the Sacramento area, is under negotiation. Other occupational areas under study are the construction trades, the recycling industry, finance, and electronics.

The funds provided by CCSSO will support local model site development and will be made available to trade associations/employer groups to support planning. The steering committee voted to provide $10,000 from the CCSSO grant monies to the Printing Industry Association (PIA) of Southern California in support of the pilot program at the Graphic Arts Academy. PIA plans to use those funds to develop the "workbook" that all fifty apprentices will use to structure their one-day-per-week field experience in the printing industry.[6]

Maine. The Maine Youth Apprenticeship Project began in the fall of 1992 with six pilot projects and plans to proceed to statewide implementation over the following two years. Each project will represent a partnership between an employer, a technical college, a secondary vocational center, and a local school administrative unit.

Students interested in participating will complete a qualifying performance and portfolio-based assessment, typically during the tenth grade, and be awarded a Certificate of Core Mastery. Successful applicants will be enrolled in a new Jobs for America's Graduates (JAG) program model, which is a school-to-youth apprenticeship-transition program. Youth apprentices, assisted with stipends and tuition waivers, will alternate rigorous full-time study with full-time, highly structured on-the-job training and work experience, for a total of at least three years—two years in high school and at least one year in a postsecondary institution. Successful completers will receive a high school diploma, Certificate of Skill Mastery, and Maine Technical College System Certificate, with an option to continue on to an associate or baccalaureate degree.

The employers participating in the youth apprenticeship initiative include the Bath Iron Works (industrial coating technicians); UNUM Corporation (insurance/business); Central Maine Medical Center (radiologic technology); Madison Paper Company (industrial paper manufacturing); Lemforder.

Corporation (machine tool and industrial manufacturing technology); and Aroostook Medical Center (nursing assistants and practical nursing). Suited for replication on several levels, the program will be administered by a newly established Maine Center for Youth Apprenticeship and overseen by an International Board of Governors.

The Maine Youth Apprenticeship Project is part of a larger effort of statewide systemic educational restructuring called Maine's Challenge. According to the Maine Department of Education, it is designed to raise the education and skill levels of Maine's workforce to meet the demands of the emerging new economy of the 1990s and beyond. It focuses on "high-performance education, a high-skills workforce, and a high-productivity/total-quality economy."[7]

Some of the elements of Maine's Challenge include a "root and branch" transformation of elementary and secondary education. Maine hopes to provide universal, high-quality early childhood education; career awareness in the elementary years; career exploration in the middle grades; the Certificate of Core Mastery; and individualized education/career plans for all students.

Maine plans to eliminate the "general" course of study in high school and build a comprehensive set of structured pathways into the world of work. Students will have support from a statewide network of community education/employment centers that are linked to a broad array of social studies.

Minnesota. The Minnesota Department of Education and a quasi-state agency, Minnesota Technology, are taking the lead in a state effort to introduce youth apprenticeship as a strategy and vehicle to change public policy surrounding education and employment training for youth. A steering committee of key leaders in education, labor, government, and business oversees the project. The project targets metalworking, printing, and technology/electronics, and includes design of standards, curriculum, and counseling through partnerships of business, education, and labor. The project intends to integrate school and work for students between the ages of sixteen and twenty. Students participating in the youth apprenticeship program would receive three types of completion certificates: high school diploma, technical college degree, and credentials that the student has demonstrated certain competencies in his or her occupation.

Over the course of the next year, up to three demonstration projects will be launched, one in each of the targeted industries. According to Minnesota's project staff, at the same time that standards and curricula are being developed, youth apprenticeships in those industries will be designed by the firms involved in concert with local and state educators. Plans will be made to train teachers, develop teaching teams, design new occupational guidance and counseling programs for these occupations, and create new partnerships necessary to integrate educational programs in the classroom and workplace. It is hoped that at least forty to fifty students will participate in the demonstration projects in their first full year. An evaluation will be designed and put in place at the outset of the project.

The Minnesota project reports that work on designing state legislation probably will start at the end of 1992. The metalworking project will begin a counseling program in the fall of 1992 and plans to have fifteen student apprentices participating by the fall of 1993.

Ideally, the demonstration projects could have an impact beyond Minnesota. The metalworking project hopes to involve a network of twenty metalworking firms, six of which would have apprenticeship programs. Once developed for the six firms, the standards should be easily applied to other metalworking firms in Minnesota and across the nation. The same potential for expansion exists in the demonstration project focusing on electronic technology, where the participating firms may include IBM, 3M, and Honeywell, all of which have plants/offices throughout the country. The standards that are developed for the Minnesota locations of these companies should satisfy the same companies in other locations.[8]

West Virginia. West Virginia's efforts to restructure secondary schooling and improve the connection between schooling and employment links changes in schools called for in the Perkins Act (i.e., tech prep) and traditional, registered apprenticeships. The West Virginia effort is called the Youth Apprenticeship Program/Technical

Preparation Associate Degree (YAP/TPAD) program. YAP/TPAD will be a key element in the state initiative to eliminate the general education track and improve employment preparation for all students. According to the West Virginia project staff, the project will provide business and industry with the highly skilled, world-class workforce required for competing in a global economy.

The West Virginia project staff are planning to place eighty students in fifteen counties in registered apprenticeship programs. They are providing in-service training to 100 key personnel in the fifteen counties who are responsible for counseling, placement, and monitoring of the students participating in the youth apprenticeship programs. They also will begin the development of guidelines for counseling in the middle grades. Project staff have worked closely with the U.S. Department of Labor, Bureau of Apprenticeship Training (DOL/BAT) in both the design and implementation phases of the project.

The West Virginia YAP/TPAD program is an innovative approach for bridging the gap between school and work. The program provides students with a coordinated, well-planned sequence of academic and technical classes. A basic foundation of applied academics and occupational skill training is planned to enable students to make a smooth transition from one level of the educational system to another, and to work, while concurrently earning credit and experience through "advanced placement" in a registered apprenticeship program.

The West Virginia Department of Education used its earlier CCSSO design grant to develop a plan to integrate youth apprenticeships into the TPAD model as one of several options available to students. The design plan features specific activities for counselors and work-based learning coordinators that have been developed to introduce seventh and eighth grade students to the YAP/TPAD model. Beginning in the ninth and tenth grades, students will receive instruction in specific math, science, and critical-thinking skills. They then will be concurrently enrolled in a registered apprenticeship program and TPAD in the eleventh and twelfth grades, becoming an actual employee of a firm and earning apprenticeship, high school, and in many cases, college credit simultaneously.

Health occupations and facilities construction/maintenance are the two occupational areas to be used in the 199293 school year as youth apprenticeship programs. Upon completion of program year 199293, the state education agency intends to expand youth apprenticeship offerings to include a high percentage of the ninety-nine occupational areas for which there are registered apprenticeship programs in West Virginia.[9]

Wisconsin. The Youth Apprenticeship Program is part of a broader effort in Wisconsin to improve the transition from high school to work, to registered apprenticeship, and/or to two or four-year colleges. Youth apprenticeship is explicitly intended to link high school students with business and industry through an integrated education and work-based learning program leading to a credential of proficiency recognized by employers throughout the state.

In 1991 the Wisconsin legislature passed Act 39, which creates a Youth Apprenticeship Program in the Department of Industry, Labor and Human Relations (DILHR) and requires the agency to cooperate with the Department of Public Instruction (DPI) and the Wisconsin Board of Vocational, Technical and Adult Education (WBVTAE) to develop the program and maintain it statewide. A twelve-member Youth Apprenticeship Advisory Council also was created to advise and assist in the design and development of the program.

Local youth apprenticeship programs will be designed by a consortium of local partners schools, technical colleges, employers, labor organizations, the state's apprenticeship agency, and parents and students. The consortium must build on and integrate with other ongoing efforts to develop curricula in the schools that meet district and state high school graduation standards. At the same time all programs must include certain core elements.

- Prerequisite completion of career awareness/exploration and satisfactory performance on the Tenth Grade Gateway Assessment.
- Structured, sequenced classroom instruction linking academic and work-based learning.
- Work-based learning (on-the-job training) that follows a systematic schedule of identified work activities.
- Classroom instruction and work-based learning that are competency-based and integrated.
- On-the-job training (work-based learning) provided by a skilled mentor in a skilled occupational area.
- Both a high school diploma and a state certificate of academic and occupational proficiency for program completers.
- A certificate of proficiency that translates into eligibility for work experience credit in a traditional apprenticeship, advanced standing or credit in a technical college program, and/or facilitated entry into a four-year college program.

The Wisconsin proposal focused on a detailed analysis and subsequent restructuring of the state's system of guidance and counseling, especially the way in which it supports students' preparation for employment. The actual design of a revamped career guidance system is the responsibility of the Wisconsin K-12 Guidance Implementation Panel of the Governor's Executive Cabinet for a Quality Workforce. The Wisconsin project staff note that it is essential for all changes proposed in the current system of career guidance to meet the needs of system users—students, employers, teachers, and counselors. Accordingly, Wisconsin not only will examine the specific needs of system users in greater detail, but also determine appropriate steps for:

- organizing and providing accurate and usable labor market information to middle school and high school youth;
- revising criteria for preparation, development, and licensing of professional career counselors;
- assessing the training and continuing education needs of counselors who already are active within Wisconsin's counseling system; and
- developing activities for business and labor, such as career information events, industry exploration, job shadowing, and other "hands-on" experiences, that will help youth make responsible education and apprenticeship choices.[10]

The Wisconsin effort includes two major activities. It will create a statewide system of guidance and counseling support services for youth participating in all facets of the Wisconsin school-to-work transition initiative. It also will analyze the acceptability of the recommendations for a new Wisconsin K-12 guidance system, using focus groups at selected sites among the sixty-five Wisconsin school districts developing the applied academics needed by youth apprentices. Of potential interest to other states is an effort by the Department of Public Instruction and the Department of Industry, Labor and Human Resources to map the range of counseling services presently offered by programs in their respective agencies. This effort is aimed at identifying the "system" that exists and pointing out where additional services or new arrangements are needed.

Initial Analysis of Youth Apprenticeship Projects

The CCSSO youth apprenticeship projects began their year-long grant period in April 1992. They submitted first quarter reports—upon which this paper is based—on July 1, 1992. Hence any remarks about activities to date will be descriptive or offer only the most preliminary analysis. Despite the relative newness of the projects and the small sample size, some initial insights are possible from the efforts to date. A richer analysis will be available in late 1993 when Policy Studies Associates, Inc., hired by CCSSO to complete an independent evaluation of the grant program, reports its findings.

Occupational Choices. Several states chose similar occupational clusters to begin youth apprenticeships. Printing and health-related occupations were each chosen by three of the five states for youth apprenticeships. Facilities construction/maintenance and electronics were early identified by two states as areas for youth apprenticeships. The table below illustrates the occupations selected by the five states.

Driving Force for Change. The driving force behind the effort to develop statewide systems of youth apprenticeships and thus restructure secondary schooling and student preparation for adulthood—differs among the five grantee states. While the state education agency is active in each project, it is not always the only major actor.

California's Youth Apprenticeship Steering Committee brings together business interests and educators. The California Department of Education, a member of the committee, is beginning a substantial restructuring of secondary schooling in the state. Its recent report, *Second to None: A Vision of the New California High School*, is the pivot point for the restructuring and incorporates technical preparation, partnership academies, and youth apprenticeship as important elements of the new secondary school. The state education agency appears to have taken the lead in incorporating support for employment preparation and youth apprenticeships into the effort to restructure secondary schooling.

Maine has developed a plan for multiple pathways not unlike Germany's dual system for students to follow through secondary school and

Occupational Cluster	*California*	*Maine*	*Minnesota*	*West Virginia*	*Wisconsin*
Printing	■		□		■
Health (Radiology, Nursing)	■	■		■	
Construction/Maintenance	□			■	
Recycling	□				
Finance	□				
Electronics Technology	□		□		
Industrial Coating		□			
Insurance		■			
Metalworking			■		
Manufacturing Technology		■			
Industrial Paper Manufacturing		■			

Key: ■ Final planning stage or operational sites.
□ Under consideration.

receive instruction in academics and preparation for employment and/or later schooling. The plan for change, called Maine's Challenge, has received strong political direction from the Governor and support by the Maine Department of Education and the Maine Technical College System. It appears from an early look that the school restructuring effort, announced as the Governor's initiative, was central to the program and facilitated the joint agency planning process.

Minnesota's initiative to create a system of youth apprenticeship appears to have been driven by a joint effort of Minnesota Technology—whose staff bring experience with youth apprenticeship from other settings—and the Minnesota Department of Education. The chancellor of the Minnesota postsecondary education system and the head of the state labor department also have joined the effort. Minnesota is at an earlier stage of planning than are the other grantee states, and it therefore is in a position to benefit from the experiences of other states.

West Virginia's approach to youth apprenticeship is different from that of the other states. It incorporates DOL/BAT-registered apprenticeships into changes occurring in secondary instruction, curriculum, and counseling. The driving force behind these changes appears to be the state education agency with the cooperation of DOL's Bureau of Apprenticeship Training, employers, and labor unions.

Wisconsin has state legislation that is driving changes in the structure of secondary schooling. For example, the legislation calls for the creation of a tenth grade certificate of mastery and three options: technical preparation, youth apprenticeship, and college preparation. There are several activist parties behind the Wisconsin effort, including the state legislature, superintendent of public instruction, state education agency, and Department of Industry, Labor and Human Relations. The Governor created an Executive Cabinet for a Quality Workforce, which also is playing a critical role in restructuring the state's secondary schools.

Student Assessment and Certification of Skills. State education agencies (SEAs) have few levers available to them to effect change in local education practice. One of these levers is student assessment. Researchers have explained that the design and content of student assessment can have a significant influence on the content and methods of teaching.[11] Resnick, for example, supports the dictum that teachers tend to "teach to the test" and that "you get what you assess." Because most SEAs design and conduct statewide student assessments they can have a powerful, albeit indirect, influence on instruction. Reflecting the recommendations of the Center for Education and the Economy and the SCANS Commission, three of the five state grantees identified plans for substantial changes in their system of student assessment to include some sort of examination that upon successful completion would result in a certificate of mastery for students. The three states that will incorporate a new certificate of mastery—Maine, Minnesota, and Wisconsin—have plans that are somewhat similar. Maine plans to offer a performance and portfolio-based assessment that will cover 90 percent of Maine's Common Core of Learning, the thirty-six preemployment competencies identified by Jobs for America's Graduates, and all the workplace-relevant basic skills defined in SCANS. Successful completion of the assessment will result in a Certificate of Core Mastery. This will be completed around the tenth grade, and the assessment may be taken several times. Students who successfully complete youth apprenticeship training will receive a high school diploma, a Certificate of Skill Mastery, and a Maine Technical College System Certificate. Maine has contracted with the Educational Testing Service to develop the Certificate of Core Mastery assessment.

Minnesota has plans to develop an assessment system for students in youth apprenticeship programs. The three completion certificates will include a high school diploma, a technical college degree, and credentials that the student has demonstrated certain competencies in the chosen occupation. The development of this system is not yet underway.

Wisconsin, while proposing a structure similar to that of Maine and Minnesota, has its assessment and certification design outlined in statute. The Wisconsin Student Assessment System is required to measure student academic mastery in two domains: performance demonstration and knowledge/concepts testing at grades four, eight, and ten. The tenth grade assessment, supplemented by other measures, will constitute the Gateway Assessment and will lead to the awarding of the Certificate of Initial Mastery. Wisconsin has established a timetable for design, field testing, and full implementation (1995-96) of the assessment system. The Wisconsin Work Keys project, in cooperation with American College Testing (ACT), is developing a performance measure at the end of the twelfth grade. Along with the Printing Implementation Work Group the state education agency also is completing, in time for the 1993-94 school year, an industry-wide, work-based curriculum and mentor certification requirements for the first youth apprentices.

A fourth state, California, has plans for major changes in student assessment, but they do not include a gateway examination. Instead, each student will have a graduation portfolio that contains a variety of assessment measures such as work samples in all core disciplines, awards, a standardized high school transcript, a performance-based diploma, and statements about what the student has learned. In the report *Second to None* the California Department of Education explains that college representatives and employers will use the portfolio to provide a comprehensive picture of the quality of the students' preparation.

Potential Barriers to Youth Apprenticeship

Fiscal shortages in state budgets stand as formidable barriers to the successful implementation of systems of youth apprenticeship. Significant resources will be necessary, for example, to provide effective in-service training for educators, counselors, and workplace mentors to change instructional approaches, professional relationships, and curriculum. Two states that have impressive plans for systemic change of secondary schooling and have begun to implement change, California and Maine, are facing severe financial constraints. Dramatic funding problems in both states could result in substantially slowing progress toward implementing a system of youth apprenticeships and restructuring secondary schools. Maine also has encountered a slow start-up for its Center for Youth Apprenticeship. Staff hiring has taken longer than originally planned.

Minnesota also encountered financial shortages, especially in the number of staff available in the state education agency to work on the youth apprenticeship initiative. Its counterpart agency, Minnesota Technology, is involved in fundraising to support additional staff.

Securing employer involvement in youth apprenticeships to provide structured training, paid employment, and workplace supervisors has been a significant and critical element of implementing youth apprenticeship plans. All five states have begun pilot demonstration sites. However, in order to create statewide systems of youth apprenticeships the scale of employer involvement necessary will need to increase dramatically. State project directors report that substantial work remains to involve large numbers of employers willing to invest in youth apprenticeship programs.

Labor market shrinkage also can restrict youth apprenticeship options. West Virginia has been creative in linking changes in schooling with an existing system of registered apprenticeships. However, over time this linkage may be constrained by the finite number of slots available in apprenticeable occupations. As the program expands and more students participate, demand may outpace supply. Work may be needed to find ways to expand the number of available jobs.

Current **child labor laws** have proven to be an impediment for students to serve in youth apprenticeships at some work sites. For example, current federal child labor laws place restrictions on young people working in printing plants. Wisconsin's effort to establish youth apprenticeships in printing have been hampered because the regulations are based on conditions in printing shops that in many instances no longer exist. Modern high-technology printing industries look nothing like their earlier mechanical versions, yet the laws remain on the books.

The absence of **industry-wide skill standards** that include broad knowledge of the industry is another barrier to implementation. Both schools and clusters of employers must identify the skills students will acquire and then design the curriculum, identify the appropriate instructional methods, and develop effective, fair assessment measures that support students as they learn those skills.

There are other factors necessary for successful implementation of youth apprenticeships that, until they are effectively designed and adopted, can serve as barriers. These include written work/learn agreements among employer, school, and student (e.g., on hours, responsibilities, wages, and training); marketing youth apprenticeship to students (regarding their interest in and ramifications of participation in youth apprenticeship programs); and appropriate involvement of parents in the design and marketing of such programs.

Conclusion

The five states that received CCSSO grants to establish systems of youth apprenticeship have the potential to use their apprenticeship program as a mechanism to restructure their middle grades and high school systems. Several of the states have begun to link the youth apprenticeship projects to larger changes in curriculum and instruction (Maine and West Virginia), counseling (West Virginia and Wisconsin), and student assessment (Maine and Wisconsin). However, fundamental questions about the creation and expansion of effective programs and systems remain, and there is little evidence available—given the newness of youth apprenticeship in the United States—to answer them with certainty. Can the initial efforts to restructure secondary schooling be sustained? Will they effect systemic change? Will these efforts result in the sorts of changes that provide *all* students effective and appropriate preparation for adulthood—for responsible interpersonal relationships, family membership, community participation, and citizenship? Will these efforts result in productive and thoughtful workers? What steps must be taken to ensure equitable access to high-skill programs for all students?

Other large questions loom. Given the scale of the need, how will a handful of pilot demonstration sites in a few states serving a small number of students swell into systemic changes that affect a much larger number of students? Once preliminary design and implementation problems are solved, where will the resources come from to support a broader and systematic implementation of such programs? For example, the cost of necessary staff development (for teachers, counselors, and work-site mentors) will be substantial. What role should the federal government play in providing resources for expansion of youth apprenticeship programs, particularly given the financial crises in states?

Another critical question is how to expand the number of employers interested in youth apprenticeships and willing to support apprentices. What sort of incentives are most effective to encourage business participation, and how do these relate to the general reluctance of American employers to invest in training for entry-level workers?

While it is too early to answer these questions in any definitive manner, a preliminary review of current efforts by the five states taken together provides the beginning of a set of elements that other states can consider as they attempt to restructure schooling to improve learning and better prepare all students for adult roles in the 1990s and beyond.

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The Youth Apprenticeship Option: A Status Report on the Development of State Systems

by Richard Kazis and John Niles

Introduction

More than a dozen states are exploring youth apprenticeship as a strategy for creating new, structured career pathways for young people in this country. Recognizing the critical importance of helping prepare *all* young people for productive employment and citizenship, many states are looking at a range of initiatives that more closely integrate school and work-based learning. Youth apprenticeship is one strategy that is receiving increasingly serious and widespread attention.

At the federal level, presidential candidates made youth apprenticeship part of their campaign platforms, and speculation is high that the next session of Congress will see passage of some form of federal support for youth apprenticeship. At the state level, more and more states that are eager to rationalize and coordinate their economic development, education, and workforce development strategies are exploring the role that youth apprenticeship might play in such a restructured system. Moreover, as the likelihood of federal funding for youth apprenticeship increases, states that have not previously focused on the school-to-work transition and on youth apprenticeship are beginning to do so.

In this climate it is important and timely to take a close look at state progress to date on the design and implementation of youth apprenticeship systems. A growing and varied body of state experience can inform the evolution of federal and state efforts. In this paper we examine state activity designed to build statewide school-to-work transition and youth apprenticeship systems. By identifying key issues, challenges, and strategies at the state level, we hope to advance the level of policy discussions on youth apprenticeship as a school-to-work option in the United States.

Because of the newness of youth apprenticeship as a concept in this country, we begin with some definitions. While no single model has yet won general acceptance, there is increasing consensus on the principles that should guide any youth apprenticeship program or system and on the basic design elements that differentiate youth apprenticeship from other models for linking school and work.

- **Active participation of employers.** Employers provide jobs, training, and mentoring to participants. They also participate in the development of curricula and establishment of skill standards.
- **Integration of academic and vocational learning.** Youth apprenticeship programs break down the barriers between academic and vocational learning and infuse each with aspects of the other.
- **Integration of work-based and school-based learning.** Classroom instruction and workplace experiences are closely coordinated so that learning at each location is reinforced.
- **Structured linkage between secondary and postsecondary institutions.** Youth apprenticeship models generally begin in eleventh or twelfth grade and provide for a smooth, continuous transition into one or two years of postsecondary learning.
- **Award of a broadly recognized qualification of occupational skill.** In addition to a high school diploma and postsecondary credits and credentials, successful youth apprentices

should receive a certificate of mastery of occupational skills that is accepted by the industry in which they train and recognized by firms across the industry.

By simultaneously stressing three key integrations—of academic and vocational learning; of school- and work-based learning; and of secondary and postsecondary learning—and by emphasizing the central role of employers and of recognized occupational skill credentials, youth apprenticeship points the way to a very different concept of occupational preparation for young people.

JFF's State Consortium: Common Elements for Youth Apprenticeship Systems

Jobs for the Future (JFF) created the National Youth Apprenticeship Initiative (NYAI) in 1990 as a vehicle for advancing the knowledge base for and development of youth apprenticeship in the United States. From the outset we determined that we needed to conduct coordinated research and development activities at the site, state, and national levels (i.e., at the key program and policy levels where youth apprenticeship is being created and tested). We wanted to make sure that state and federal policies would be both grounded in and inspired by the experimentation and learning of innovative local programs. We also wanted to make sure that local program designers would be motivated and helped by state and federal initiatives to promote diffusion, system integration, and scale.

For this reason JFF identified and selected ten exemplary partnerships in eight states around the country that are building local youth apprenticeship programs. In addition, we developed working relationships with a group of states that are making concerted efforts to create statewide systems of youth apprenticeship. The interplay between our efforts with sites and states has enriched our ability to contribute to the progress of both.

In April 1992 JFF convened a meeting of representatives from twelve states working on statewide school-to-work transition initiatives. This group now forms the core of a consortium of state-level practitioners and policymakers who have made a commitment to learn and work together on these issues. Member states include Arkansas, California, Illinois, Indiana, Iowa, Maine, Minnesota, Oregon, Pennsylvania, Texas, Vermont, and Wisconsin. Three other states—Georgia, Michigan, and West Virginia—recently have been invited to participate.

The consortium incorporates three smaller subgroups: six states (California, Iowa, Maine, Michigan, Oregon, and Wisconsin) that have received grants from the U.S. Department of Labor to promote their efforts to build statewide youth apprenticeship systems; five states (California, Maine, Minnesota, Oregon, and West Virginia) that have competed successfully for implementation grants from the Council of Chief State School Officers; and several states, including Arkansas, California, Georgia, Pennsylvania, Texas, Vermont, and Wisconsin, where JFF has developed independent working relationships.

Five of these states (Arkansas, Georgia, Maine, Oregon, and Wisconsin) have enacted legislation that creates statewide youth apprenticeship systems. (The appendix summarizes the key elements and provisions of these laws.) Other states, including Pennsylvania and Texas, are considering legislative initiatives or are building a statewide structure through administrative action.

At the consortium's initial meeting, participating states generated a statement of common design elements to guide individual state policy initiatives. The group agreed that a state system should provide for:

- a strong governance infrastructure that represents local and state actors, including employers, organized labor, government, schools, and two-year and four-year colleges and universities;

- a system that is industry-driven—where employers and their representatives help set occupational standards, collaborate on curriculum, provide paid work experience and workplace instructors for apprentices, and certify mastery of skills leading to the award of a portable credential;
- program duration of a minimum of two years, at least one year of high school and one postsecondary year, with the program constituting the core of the student's education during those years;
- a focus on learning about "all aspects" of a broad industry cluster rather than mastery of a narrow set of occupational skills;
- structured integration between the workplace and the classroom and between academic learning and vocational-technical learning;
- articulation of programs between high schools and postsecondary, credit-granting institutions;
- priority on the provision of training for high-quality jobs by employers committed to the concept of a "high-performance work organization";
- adequate, effective support services for participants; and
- a model that is replicable, can reach significant scale, and is central to education reform strategies.

States in JFF's youth apprenticeship consortium have reached broad consensus on basic design elements. These states are trying to link school with work, link high schools with postsecondary options, and build programs in occupational areas with high skill content and prospects for career advancement. They do not want to create another marginal add-on program. To a great extent they see youth apprenticeship as a vehicle for moving toward a more coherent statewide system for workforce development that involves education, labor, and commerce departments, and that incorporates programs for new entrants to the workforce, incumbent workers, and dislocated workers.

Of course, the principles hammered out by the consortium of states provide only limited guidance for the design and implementation of state youth apprenticeship systems. In the short run there is bound to be significant design variation from state to state. This already is apparent in the strategies and policies that have been put in place among the first states that have committed to building youth apprenticeship systems, as the legislative matrix in the appendix indicates.

Because of the diversity among states in the structure of state government, the industrial base, and the institutions that provide K-12 and higher education, variation is to be expected. Consider these two seemingly simple questions. Where will the classroom component of youth apprenticeship be located? What should the role of postsecondary institutions be? Each opens a pandora's box of options and possibilities.

In California experimentation with youth apprenticeship largely has centered in academies, an innovative school-within-a-school structure designed for at-risk youth. In Pennsylvania regional vocational schools are providing the classroom instruction. In Wisconsin, where there are no separate regional vocational centers, comprehensive high schools are the likely home.

The diversity of postsecondary institutional structures also will affect how a state structures youth apprenticeship. States like California with a strong two-year community college system have different capacities than states with technical institutes such as Georgia. These differences can affect the ease of articulation with high schools, the degree of experience among postsecondary institutions with technical training and working with employers, and the transferability of credits to four-year, degree-granting colleges and universities.

A Closer Look at Two Leading States—Maine and Wisconsin

Design differences can be demonstrated by comparing more closely the distinct approaches taken in Maine and Wisconsin. At present these two states have the most clearly specified proposals to build new systems of youth apprenticeship. While neither state has seen its design tested with significant numbers of programs and students statewide, each has created an approach driven by a clear vision and each plans for comprehensive, statewide implementation within a few years.

Wisconsin has placed significant emphasis and embarked on an ambitious planning process to generate industry-led occupational skills standards in the metalworking and printing industries. Wisconsin also has made the revision of career guidance in the state a central part of its system design. In Maine these elements have received less attention. Yet Maine has created a system that engages the postsecondary institutions—through the technical college system—in ways that Wisconsin's system does not. Maine's program design requires articulation between the secondary and postsecondary schools and defines the program explicitly as a three-year program bridging the two.

This section compares and contrasts the design of Maine's and Wisconsin's state youth apprenticeship systems along several defining dimensions of youth apprenticeship, including:

- program duration;
- structure of the high school and postsecondary components;
- structure of workplace learning;
- provision of career guidance services;
- nature of the integration between school- and work-based learning and between academic and vocational learning;
- wage rates and progressions;
- credentials granted and strategy for certifying skills; and
- governance structure at the state level.

Program Duration. A majority of European apprenticeships last three- to three-and-one-half years. Jobs for the Future and the members of our state consortium support a program model that lasts at least two years, with at least one year in high school and one year in postsecondary learning. Some variation in program duration is to be expected, given the wide variation in the skill demands of targeted occupations.

> ***Maine***—The state specifies a three-year apprenticeship period that begins in the eleventh grade and continues through the "thirteenth grade," articulating the high schools with the Maine Technical College System.
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> ***Wisconsin***—Wisconsin defines youth apprenticeship as a high school program that feeds into a variety of postsecondary options, including the possibility of advanced placement in a traditional apprenticeship program or dual credit awarded by the local technical college.

Structure of the High School Component. While there is universal agreement that youth apprenticeship is a learning and earning option that begins during the high school years, both local programs officials and state policymakers working to develop youth apprenticeship systems differ greatly on how the high school component should be designed and structured. One design issue is the extent to which youth apprenticeship is seen as a program for the vocational student or an option for all students. Both Maine and Wisconsin have designed a system open to any student who meets certain entry-level academic requirements. A second issue is the extent to which youth apprenticeship requires significant changes in the school schedule. Will there be extensive block scheduling? Will students work half days and attend school half days? How much time will be spent at work and how much in school classes in each year of the program? How will the classroom component be structured to maximize work-based learning and the integration of academic and vocational learning? Maine and Wisconsin have different visions on this design question.

Maine—The state's proposed system design provides for eleventh-grade students to spend twenty weeks at a vocational high school and thirty weeks working for an employer, and twelfth-grade students to spend fourteen weeks at a vocational high school and thirty-six weeks working for an employer each year. Variations may occur, depending on the nature of the industry or occupation.

Entry into Maine's youth apprenticeship program is open to all students who meet entry-level academic requirements regardless of their high school program or "track," including college preparatory, vocational education, and general education programs. As in Wisconsin, Maine will administer a tenth-grade assessment of student mastery of core academic, motivation, and social maturity skills, based on the principles and knowledge areas articulated in Maine's innovative and comprehensive Common Core of Learning.

Wisconsin—The state has established a general design criterion that would include part-time work for eleventh and twelfth graders during the school year (limited to fifteen to twenty hours of work per week) supplemented by summer employment that expands and reinforces the student's prior work-based learning. Variations in the mix of school and work may occur, depending on the nature of the industry or occupation.

Entry into Wisconsin's youth apprenticeship program will be an option open to all eligible students. Students first will have to demonstrate satisfactory performance on the Tenth Grade Gateway Assessment. This assessment is Wisconsin's version of the certificate of initial mastery. Although it still is under development, it will certify a foundation knowledge in mathematics, language arts, science, and problem solving. Having performed successfully on the Gateway Assessment, students then will choose one of three options for the remainder of their high school education: youth apprenticeship, college preparatory program, or technical preparation program.

Postsecondary Options. Most models of youth apprenticeship propose a system that links high school and postsecondary institutions in a single integrated program. However, there is significant variation on how formal and how extensive that linkage should be, as well as on with which postsecondary institutions youth apprenticeship in the state should be aligned.

Maine—Classroom education in the third apprenticeship year takes place at the Maine Technical College. Graduates from the apprenticeship may continue at the Technical College or University of Maine system and seek an associate's degree or bachelor's degree.

Wisconsin—Technical colleges are encouraged to develop articulation agreements that offer dual credit for youth apprentice experience. Some apprenticeships may include a mandatory postsecondary segment. Graduates of youth apprenticeships may, depending upon the program, enter traditional apprenticeship with advanced standing.

Career Guidance. State officials recognize the need for career guidance reform to help ensure an effective youth apprenticeship initiative. To make an intelligent choice about career options and educational programs that can provide entry into different industries and occupations, students need much stronger career guidance than they currently receive. Ideally, schools should begin career awareness in elementary grades, and provide for career exploration, job shadowing, and accessible labor market information during the middle school and early high school years. During the later high school years, the guidance system should be able to provide advice about careers, not just colleges as currently is the case. Some states are more aggressive than others in incorporating guidance and counseling reform into their system designs.

Maine—Job specialists from Jobs for Maine's Graduates program—an employability skills and support program that operates nationally—will help ninth- and tenth-graders learn about career opportunities. Specialists will provide support and information to students throughout the apprenticeship period.

Wisconsin—The state has put significant emphasis on career guidance. Youth apprentices are required to complete a career awareness/exploration or state-approved Education for Employment program. Wisconsin has organized a K-12 guidance policy working group at the state level to make recommendations on the following key issues:

- ways in which the counseling systems will link the Tenth Grade Gateway Assessment of student performance with guidance to students as they choose among the technical preparation, youth apprenticeship, and college preparation options;
- statewide access of high school youth to meaningful and accurate labor market information;
- assistance to counselor preparation programs within the state university system to support the state's youth apprenticeship and school-to-work efforts;
- revision of certification and continuing education requirements for youth counselors; and
- clear definitions of the roles of business, industry, and organized labor in career education for youth.

Workplace Learning Structure. Youth apprenticeship models demand that employers be proactive and involved in a range of design and implementation issues. Employers must participate in setting occupational skill standards that guide program curriculum, must cooperate on academic curriculum development, and must create quality jobs and work-based learning opportunities. Perhaps the most difficult challenge facing employers is to define in detail the work experience, training assignments, and guided learning opportunities that will help students develop the practical skills they will need on the job. The structure of the work-based learning component of most state systems remains largely unspecified. It is being determined through experimentation by demonstration projects or by each local program partnership.

Maine—Work-based learning will follow a systematic schedule of identified work activities and will be provided by a skilled mentor in a specific occupational area. Work-based training will develop broad skills needed for a segment of an industry or a whole occupational cluster.

Wisconsin—Same as in Maine.

Method of Integrating School and Work-Site Experience. Youth apprenticeship differs from work study, cooperative education, and many other high school programs that involve both schooling and work in part because of the close integration and communication between the school and workplace experiences and personnel. Youth apprenticeship's pedagogical appeal is the promise of using the workplace as a context and motivator for classroom learning and for an applied, contex-

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tual learning, which is the preferred learning style for most people. The key to accomplishing this linkage, which is foreign to the ways in which schools and employers now interact, is coordination of school curricula with workplace experiences and coordination and communication between school teachers and workplace supervisors. This is one of the most difficult aspects of youth apprenticeship, involving a melding of two very different kinds of organizations with very different missions (i.e., schools and firms). Because of the newness and complexity of this critical design element, this is one of the least well-developed aspects of both local programs and state system designs. Both Maine and Wisconsin understand the importance of this integration and hope to develop curricula that can accomplish this goal, but they have made slow progress to date.

Maine—Stated goal is to develop integrated curriculum.

Wisconsin—Stated goal is to develop integrated curriculum.

Certification of Skills. A defining element of youth apprenticeship is its emphasis on certification of skills and on the award of portable credentials recognized by employers in the industry. The federal government has begun a multiyear effort to encourage industry-led groups to define occupational skill standards for entry-level workers that could guide youth apprenticeship and other workforce development programs. Until there are nationally recognized standards in key occupational and industry clusters, the portability of credentials will be limited. However, most states working to create permanent youth apprenticeship systems see the need to tackle the challenge of defining, assessing, and credentialing skills at a statewide, or even regional, level. Given the stress on contextual rather than rote learning, emphasis is being placed on developing assessment and certification components that are based on performance and exhibition of work-related problem-solving skills rather than paper-and-pencil, multiple-choice exams.

Maine—Student receives a high school diploma upon completion of the twelfth grade. Graduates receive a one-year Technical College certificate and a Certificate of Skill Mastery that attests to both academic and occupational proficiencies. Certification of mastery will be based on demonstrating competencies rather than "seat time" in a program.

Wisconsin—As in Maine, the student receives a high school diploma upon completion of the twelfth grade. Graduates will receive certificate of achievement that attests to both academic and occupational proficiencies. As in Maine, certification of mastery will be based on demonstrating competencies through performance, portfolio, and exhibitions, in addition to standardized tests.

Wages. All but one of the twelve states participating in the state consortium meeting sponsored last April by JFF agreed that paid work must be a central defining element of youth apprenticeship, and that apprentice wages should increase in a structured progression as mastery increases. One issue that still is being hotly debated in states and at the federal level is whether a subminimum wage is a good idea or whether it sends the wrong signals to employers and young people about quality, responsibility and expectations. Maine has developed a creative approach to wages. It makes the payment into a stipend payable across the year, regardless of the number of hours worked or the number of hours spent in class. Wisconsin has rejected the idea of a subminimum wage in its programs.

Maine—Apprentices will earn a stipend of about $5,000 per year, paid in installments throughout the year, without regard to the number of hours spent at school or in the workplace.

Wisconsin—Apprentices will earn money as in part-time employment, with wages set at least as high as the minimum wage.

State Governance Structure. With the possibility of federal funding for youth apprenticeship development becoming increasingly more likely, the questions of how the state organizes the governance of its system and where it places authority for system development are critical ones. Given the importance of trusting and effective partnerships to the success of youth apprenticeship, states are exploring governance structures that provide significant representation and involvement of key decisionmakers from employers, industry-specific and statewide employer associations, schools and school districts, postsecondary institutions, organized labor, and state and local government. They are creating or using existing interagency bodies to coordinate state policy, since apprenticeship tends to cut across the perceived jurisdictions of departments of labor, education, and economic development/commerce.

Maine—Maine has established the Center for Youth Apprenticeship at the Southern Maine Technical College to drive the system and its implementation. The center's International Advisory Board of Governors will help Maine's program be guided by world-class standards and methodologies. The center will guide statewide implementation and coordinate the program among the six regional campuses of the Maine Technical College System. It will develop curriculum and provide technical assistance to Maine schools. A separate policy board, representing business, labor, and education, will set statewide performance standards for apprenticeship occupations.

Wisconsin—Three lead agencies are designing Wisconsin's Youth Apprenticeship Program—the Department of Industry, Labor, and Human Relations (DILHR), the Department of Public Instruction, and the Wisconsin Board of Vocational, Technical, and Adult Education. A statutory Youth Apprenticeship Advisory Council will provide advice and oversight. DILHR is responsible for administering available program funds. Implementation work groups, appointed by the Governor's Cabinet for a Quality Workforce, are developing industry-wide skill standards, work-based curriculum, and mentor certification requirements for the initial industries that will be involved in youth apprenticeship.

Implementation Issues for Statewide Youth Apprenticeship Systems

Even a cursory glance at the diverse design issues that a youth apprenticeship system must resolve is sobering. There is no shortage of implementation challenges facing states that are trying to build better career pathways for all their young people. The complexity of this effort should not come as a surprise, and it is taken as a given by state policymakers and practitioners engaged in this work. The attractiveness of youth apprenticeship—its emphasis on employer involvement and its integration of academic and vocational learning, of school and work experiences, and of high school and postsecondary learning—is at the same time its Achilles heel. To bring these diverse worlds together to create more structured and obvious routes to occupational advancement is to enter largely uncharted terrain. The task will not be achieved easily. Yet the states with which Jobs for the Future has worked closely in the past year see the potential benefits to individuals, firms, and state and local economies as worth the effort.

Which of these implementation challenges are of highest priority to those states that are working to build school-to-work and youth apprenticeship systems? JFF recently surveyed approximately forty practitioners from the twelve states that attended the first meeting of the state consortium on youth apprenticeship to identify the issues that were of greatest concern to them. In order of highest priority, the issues are the following.

- **Establishing program standards.** For youth apprenticeship to be a better way to prepare young people for tomorrow's economy and jobs, there must be clearly defined standards that guide education and training providers as they develop curricula, teaching methods, assessment strategies, and new occupational skill certifications. However, these standards do not yet exist for most occupational clusters and most industries. What can states do to build systems that will assuredly educate and train to "world-class" standards in a complex range of industries and occupations? How can states ensure that these standards are broadly defined and do not encourage training in narrow, nontransferable skills that may become obsolete?
- **Encouraging employer commitment.** Youth apprenticeship requires significant employer commitment to provide jobs and training, to participate in setting standards and designing curricula, to participate in governance boards, and to recruit other employers. States want to know how they can encourage employer participation. They also are concerned that an insufficient number of employers are changing their technology and work organization in ways that will demand more flexible, creative, problem-solving workers. What strategies and incentives—persuasion, technical assistance, or financial—should states consider providing their employer communities, if any?
- **Resolving legal and regulatory issues.** A very practical concern raised by many practitioners involves the obstacles created by existing state (and federal) laws and regulations, including those related to child labor and liability insurance. The issues include the number of hours that a sixteen- or seventeen-year-old apprentice can be employed, and restrictions on employment in certain occupations defined as "hazardous occupations." Can states loosen some of these constraints in ways that do not compromise student well-being, health, and safety?
- **Redefining school structure and teacher certification.** State policymakers are uncertain whether school districts are flexible and supportive enough to undertake the significant changes in schedule, instruction and curriculum, and staff development that new school-to-work strategies require. It is more revolutionary than evolutionary in what it asks from schools. It demands a redesign of school structures to facilitate the integration of academic and vocational learning and of school and work-based learning experiences. It requires recognition of a pedagogical approach that emphasizes active, contextual learning. To get from here to there, teachers, school districts, and schools of education will have to redefine traditional notions of professional development for both classroom teachers and work-site personnel involved with students.
- **Addressing issues of equity and access.** States policymakers are concerned about how to strike a balance between serving the needs of employers in ways that can attract and keep them involved and serving the needs of young people and their parents, particularly those with disabilities, limited English proficiency, and other challenges that employers may prefer not to deal with. If youth apprenticeship becomes a program that is not accessible to the at-risk populations whom the nation must do a better job of reaching and serving, then this new direction will come at the cost of greater inequality in service and opportunity. This will be a difficult balancing act for state policymakers pushed and pulled by the preferences of different program partners.

- **Designing curriculum.** Youth apprenticeship is starting almost from ground zero with respect to high benchmark standards and both classroom and work-site curricula that can ensure that students meet those standards. The leading states have established ambitious efforts to reach statewide coverage within a few short years across a variety of industry or occupational categories. Developing curricula at this scale, especially among school districts and states that are financially strapped, is a daunting task. What can states do, alone or together, to facilitate curriculum development and adoption? In technical preparation the Center for Occupational Research and Development (CORD) has played a critical role in the development of applied academics course curricula that are now widely used. Can CORD's course be used in a youth apprenticeship program? What other materials, modules, and curricula are needed, and how can they be created efficiently and cost-effectively?

Conclusion

As at both the federal and local program levels, interest and experimentation with youth apprenticeship continues to grow at the state level. Enthusiasm continues despite widespread acknowledgement of the complexity and the challenges inherent in moving toward this model. The failure of our schools and our workplaces to prepare noncollege-bound young people for decent careers has set in motion a wave of demonstrations and collaborations at the local level and a concerted effort by more than a dozen states to create a system for this large segment of the youth population where none currently exists.

This enthusiasm will continue to grow and will increase significantly if federal legislation is passed to extend these efforts. There has been much activity to date and many states have begun to make progress. Of course, we are only at the beginning of this cycle of innovation. It remains to be seen whether youth apprenticeship as currently defined in this paper and by Jobs for the Future's state consortium emerges as a viable model supported by a vital system of public-private and state and federal supports. It is increasingly clear, however, that whether or not youth apprenticeship as it currently is conceived takes hold, the basic challenge of improving the school-to-work transition in this country will continue to receive attention and resources. Moreover, it is likely that those new systems and structures that do emerge from this period of experimentation will conform to many of the guiding principles of youth apprenticeship. This will mean significant changes in the ways we construct relationships between employers and schools, between government and the private sector, and among the many fragmented and disconnected efforts to improve career prospects for young people. This is an exciting if volatile time for policy strategies for investing in youth.

Appendix: Youth Apprenticeship Legislation in Selected States

	Arkansas	**Georgia**	**Maine**	**Oregon**	**Wisconsin**
Citation	Acts 546, 553 and 10 of 1991	Title 20, Chap. 2, Art. 6, Code of Georgia (H.B. No. 1931, enacted 1992)	S. P. No. 970, enacted March 26, 1992	H.B. Nos. 3133, 3474, 3469 & 3565 (effective July 1, 1991)	Chaps. 101.265 & 15.227, Wis. Stats. (created by 1991 Wis. Act 39).
Program Objectives	Youth Apprenticeship Program will provide noncollege-bound youth with additional opportunities to develop meaningful job skills. Statute provides for specified number of youth apprenticeship demonstration projects during 1991 to 1993.	Permit eleventh- and twelfth-grade students to receive secondary credit for work as an apprentice in positions that have been certified by the Department of Labor as highly skilled jobs for which there is a skilled worker shortage.	Establish youth apprenticeship as a systemwide educational approach within state of Maine. Requires working group to file report with the Governor and the legislature by November 30, 1992, defining a youth apprenticeship approach, governance structure, finance, standards, and certification.	HB 3565 establishes system of professional and technical certification as part of comprehensive approach to workforce preparation. HB 3469 provides for a youth apprenticeship pilot program of expanded pre-apprenticeship training at the high school level.	Planning group has established the following objectives: • improve transition from school to work; • expand career training options; • improve eligibility for apprenticeship system; • involve business in planning, developing, and evaluating program; • assess work skills prior to employment; and • facilitate entry of minorities and women into skill training and college.
Governance Structure	Vocational and Technical Division of the Department of Education will develop and implement a Youth Apprenticeship Work-based Learning program with input from Arkansas Apprenticeship Coordination Steering Committee.	Department of Education, in consultation with the Department of Labor and the Department of Technical and Adult Education, is to develop standards, procedures, criteria, and administrative requirements.	Department of Education, Department of Labor, and Maine Technical College System will develop pilot sites. The Center for Youth Apprenticeship has been established on the campus of Southern Maine Technical College to direct research, policy development, and other program activities.	Establishes a Workforce Quality Council to develop overall policies, objectives, and goals for workforce training, including the system of professional technical certification. Requires Apprenticeship and Training Council and Division of Vocational Education to establish youth apprenticeship pilot program.	Creates multisector Youth Apprenticeship Advisory Council, housed within Department of Labor, Industry and Human Relations.

SOURCE: Jobs for the Future.

Appendix: Youth Apprenticeship Legislation in Selected States

	Arkansas	Georgia	Maine	Oregon	Wisconsin
Program Design	Eligible students will go through a three- to four-year program beginning at end of tenth grade. Program connects high school with one or two years of postsecondary learning. The program integrates work-site experience with academic and vocational learning in the classroom and provides a student with both academic and occupational credentials.	Requires Georgia Department of Education to establish policies and standards to include, at a minimum: • detailed employer apprentice training plan; • minimum of 144 classroom hours of related academic instruction; • minimum of 2,000 hours of on-the-job training; • progressive wage schedule; • on-site evaluation of performance; • training remediation, as necessary; • broad range of skills, but focused on manufacturing and engineering technology, administration and office technology, and health care; and • structural linkage between secondary and postsecondary components leading to award of high school diploma and certificate of occupational skills.	Program model proposed in response to legislation requires: • general career exploration to begin in ninth grade; • testing and career exploration in tenth grade, with assessment based on Maine's Common Core of Learning and Certificate of Initial Mastery; • apprenticeship begins in eleventh grade with twenty weeks at a vocational high school and thirty weeks working for an employer; • apprenticeship continues in twelfth grade with fourteen weeks at a vocational high school and thirty-six weeks working for employer; • apprenticeship continues in third year with fourteen weeks at a technical college and thirty-six weeks working for employer; • high school diploma awarded at end of twelfth grade; and • Certificate of Skill Mastery awarded at end of thirteenth grade	Youths in grades K-10 will study to earn Certificate of Initial Mastery, after which students will select a college preparatory path or one of a series of two- to five-year professional and technical degrees. Program includes: • career development; • attainment of Certificate of Initial Mastery by end of tenth grade, complete with community-based alternative learning centers; • entry beginning in eleventh grade into structured work-based learning apprenticeships integrated with applied academics; • articulation into postsecondary learning; • competency-based learning; and • award of a Certificate of Advanced Mastery upon successful completion.	Requires Department of Industry, Labor and Human Relations (with cooperation of Department of Public Instruction and Board of Vocational, Technical and Adult Education) to develop program model. Program includes: • career development; • good performance on Tenth Grade Gateway Assessment; • competency-based classroom instruction integrated with work-based employment; • structured work-based learning within specific occupational area under supervision of skilled mentor; • completers receive high school diploma or state certificate of academic and occupational proficiency; • completion permits partial credit in traditional apprenticeship, advanced standing into technical college program, or facilitated entry into four-year college.

Appendix: Youth Apprenticeship Legislation in Selected States

	Arkansas	Georgia	Maine	Oregon	Wisconsin
Funding	$3,000,000 each year. In 1991 nine planning grants were funded with $10,000 each.	None specified in legislation.	None specified in legislation.	$650,000 for developmental sites; $100,000 for worker skills assessment and benchmarks; $150,000 for technology education and applied academic curriculum; $400,000 for teacher and counselor training. Tax credit provided for employers who sponsor youth apprentices.	Initial appropriation of $150,000 in planning funds plus two full-time positions.
Eligibility	Available to eleventh grade students in areas that are implementing demonstration sites.	Any eleventh or twelfth grade pupil or pupil aged sixteen or more in any public school in the state may enroll in a youth apprentice program approved for credit by the Department of Education.	Any eleventh grade student in state.	CAM system is available to any student who passes CIM. For youth apprenticeship, student must be sixteen years of age or older and enrolled in a vocational/technical program.	Eligibility determined by interest, passage of Tenth Grade Gateway Assessment (to be required of all students), and availability of an approved job placement.
Skills Standards	Under development.	To be developed by program.	To be developed by industry-specific working committees.	Under development.	Under development by special committees consisting of business, labor, education and trade association representatives.
Certification	To be developed.	To be developed.	To be developed.	CIM and CAM are under development.	To be developed by DILHR in cooperation with business and industry.
Level of Activity	Planning of pilot projects began in 1991. Funding for the implementation phase of the program began in March 1992.	Department to develop pilot projects for fiscal 1994 and fiscal 1995 and shall implement comprehensive program for all school systems by fiscal 1996.	Pilot projects to begin in fall of 1992 and statewide coverage in all high schools and regional vocational centers by 1996-97 school year.	Task forces continue to meet to develop program design and standards.	Program standards are being developed for initial programs in fall of 1992. Planning for statewide coverage.

Pennsylvania Education: Welfare Collaboration Model for Successful Teen Parent Programs

by Jo Ann Lawer and Lynn Cromley

Introduction

Experience has revealed that one of the critical factors in determining future success for a pregnant or parenting teen is the attainment of a high school education and diploma. Based on that premise and an intent to achieve institutional change to support pregnant and parenting teens, in 1985 Pennsylvania introduced a school-based pregnant and parenting teen initiative administered by the Department of Education. Since that time the program has expanded to include forty-one school districts, twelve intermediate units, and four vocational-technical schools. These programs serve 4,417 students in approximately one-third of the state's 501 school districts. About half of these students are eligible for Aid to Families with Dependent Children (AFDC). In addition, 3,329 infants and toddlers were served in the 1991-92 school year through school-based services, including on-site child care centers and laboratories.

Approximately 50 percent of teens who become pregnant drop out of school prior to graduation. In the 1991-92 school year Pennsylvania's program successfully retained an average of 92 percent of its program participants in school. In addition, with increased incentives, support, and encouragement to return, 311 teen parents re-enrolled in school, citing the availability of on-site child care as the reason for their return.

In 1991, as part of its JOBS program, the Department of Public Welfare (DPW) introduced Project ELECT (Education Leading to Employment and Career Training). This program targets services for custodial teen parents below the age of twenty who are dependent on welfare and who have not achieved a high school diploma or its equivalency.

Project ELECT stands out as the product of a unique partnership between the departments of Education and Welfare. Rather than building a separate and parallel teen parent program, DPW chose to join forces with the Pennsylvania Department of Education (PDE) to expand the capacities of existing teen parent programs; establish new programs in underserved and unserved areas; and develop and institute recovery programs designed to attract and serve teen parent dropouts.

DPW chose to work with and through the schools because of the unique position they hold in our communities.

- Schools touch the lives of nearly all children.
- No other institution can match that level and scope of contact.
- Schools are ideally suited to act as host sites for services, and as facilitators or partners in their delivery.

As a result of this new program, fifteen school districts, intermediate units, and vocational schools were awarded grants through a competitive proposal process. These schools represent both rural and urban areas. The delivery of services include building-based services, itinerant models, and alternative education programs reflecting the diversity of local planning efforts.

While each program is unique in its design, they all are based on several common themes. First, past failures in effectively meeting the needs of teen parents can be corrected through new philosophies and practices. ELECT programs are required to demonstrate this through the provision of year-round programming that extends beyond the school day and the school year. All programs provide on-site child care or have cooperative arrangements with local service providers to remove this most-often cited barrier to regular school attendance. Every program must identify its community partner(s) to ensure the provision of comprehensive services and correct the fragmentation and lack of access to community resources teen parents often face.

Allentown's High School has chosen to demonstrate this change beginning with its program's name. The program is called "Second Chance," with a noteworthy distinction. The "second chance" is for the schools, as they attempt to more effectively work with and assist teen parent dropouts who are returning to complete their graduation requirements.

This program has placed great emphasis on developing both its internal and external coordination of services for these youth. Through extensive business education partnerships, the school has developed a program to deter second pregnancies. Local businesses support these conscious decisions and efforts on the part of teen parents with contributions that are used as incentives to improve student outcomes. The teen parents have become their own most effective recruiters and peer support system in this process. Internally, the district is partnering the ELECT program with its Family Center Project. The Family Center Initiative is a PDE-funded program that employs and extends the Parents as Teachers model. This provides teen parents with home visits and ongoing information and skills training in child development, parenting education, health, and numerous other pertinent areas in addition to their academic program. This provides an extensive backdrop of services and support critical to helping teen parents remain in school.

Second, assessment is a critical component of recovery programs. Schools already possess the knowledge and tools necessary to assess a student's skill level and help her learn more about her own interests and abilities. By effectively using this information, students can make informed choices about course selections and use career exploration opportunities to plan for employment, job training, or further education after high school.

Third, teen parents often need nontraditional and alternative options to successfully complete their high school education. Teen parents may lack credits necessary for graduation. Schools can develop individualized and alternative education programs to respond to these issues. The development of summer programs for this population is another example of an effective response to this need.

Souderton School District developed and operated a summer program in 1992 that attracted teen parents in search of such an opportunity. Students earned credits in English, reading, and/or science. Counseling services and measures of academic progress were used to assist students in learning how to make effective course selections for the regular school year program. These decisions were made in the context of post-high school employment and career plans. As a result of this program several teen parent dropouts reenrolled in school.

The evolution of this remarkable initiative is marked by four critical stages of development.

- Phase I: a commitment to prescribing services and coordination rather than program design.
- Phase II: a charge, supported with funding, resources, and technical assistance, to encourage the establishment of on-site child care services in the schools.
- Phase III: the establishment of baseline expectations for outcomes for programs and program participants.

- Phase IV: the development of a model partnership between the departments of Education and Welfare to combine their resources and funding to support effective state programs.

PHASE I—Basic Program Development

From its inception in 1985 Pennsylvania's Pregnant and Parenting Teen program was based on five core service requirements:

- individual and peer group counseling services;
- career education counseling;
- nutrition and health education services;
- community advisory boards; and
- demonstrated collaboration with local public and private service providers.

There were two underlying premises to these requirements. First, it was recognized that the needs of pregnant and parenting teens are varied and unique. Some students may lack health care resources, others may need child care services, and still others may lack a stable home situation. To effectively respond to these differences, programs must be comprehensive and individually planned to meet each student's needs. The second premise was that a continuum of services already existed in most communities to meet these needs. The challenge was to teach and empower teen parents to effectively access and use available services and to sensitize community providers to the special needs of teen parents and the importance of their staying in school.

Local education agencies were given the latitude and flexibility to develop programs and service delivery systems that best suited their needs and resources. The delivery system was deliberately nonprescriptive to encourage local autonomy and ownership. The response was a variety of unique models, including single district programs and consortia serving multiple rural districts. Designs ranged from classroom-based programs with credit-bearing coursework to itinerant programs. Itinerant programs provide staff to travel to multiple building sites where smaller numbers of teen parents otherwise might not receive services. Often these are the most isolated youth who, absent program intervention, lack information and access to resources and services. Many districts have developed courses for their teen parent population, providing actual skills training such as parenting skills, as well as knowledge-based coursework on topics such as health care and nutrition. Central to all programs is an assessment of services needed and assistance in learning how to access available resources.

School districts conducted information meetings and met individually with public and private service providers to develop a community profile of the existing services and needs of pregnant and parenting teens. This established an ongoing network for communication that served to sensitize providers about the teen parent population and that provided a forum for problemsolving and developing systemic coordination. These efforts have produced a watershed of support and assistance. For instance, in many areas staff for the Special Supplemental Food Program for Women, Infants, and Children (WIC) program conduct their monthly interviews and educational groups on site in the schools to minimize student absences. Additionally, a multitude of service agencies such as the American Association of University Women and local ministerial groups regularly donate clothing and baby furniture to school programs. Community resources such as county extension offices lend staff to the schools for class presentations and instruction.

Local communities can and will support an effective teen parent program when given the opportunity to clearly understand the program's mission and how services benefit not only the teen parents and their children, but also the community at large. Everyone benefits by preparing these youth to become self-sufficient adults and parents. Community advisory boards have proven to be the backbone of this type of information sharing and support. Through these boards, myths about teen parents are dispelled and replaced with the realities of the challenges they face in overcoming tremendous obstacles to succeed as students, parents, and citizens. Few statements can parallel the eloquence of a panel of teen parents addressing an advisory board, school board, or classroom of students about what they have experienced, learned, and hope to achieve. Advisory board members become the community advocates for these programs and generate a broad-based support network the schools could never achieve alone.

By requiring coordination and specific types of services, but not prescribing a program model, Pennsylvania charged its schools to create community partnerships. What has resulted is a variety of effective community coordination models rather than duplication of effort.

PHASE II—On-site Child Care Services

Teen parents require available and affordable child care if they are to remain in school. Child care frequently is not easily accessible and seldom is affordable for teen parents, particularly in rural areas. To combat this obstacle Pennsylvania has provided encouragement, support, and funding to schools to provide on-site child care programs.

School districts responded to this challenge of developing on-site child care programs in a variety of ways. Some districts chose to act as their own providers, while others developed partnerships with public and private agencies. Under these arrangements the school provides space, while the providers accept responsibility for service provision and billing. The majority of these centers are licensed through the Department of Public Welfare. Those that currently are not licensed are working toward that end.

On-site child care programs were developed to maintain the teen parent as the person responsible for the care of the child, just as is the case with an adult parent. Through these experiences, teen parents were coached and supported in learning how to plan for the day; to observe and share information with the program staff about the child's mood, behaviors, health, and development; and to receive similar information back at the end of each day. Added benefits of on-site child care include modeling of appropriate parent-child interactions by adult child care workers, "hands-on" experience for teen parents, and early identification of health conditions and potential child abuse. Moreover, many districts and vocational schools use on-site child care centers to enhance coursework and activities in home economics and vocational child care programs through observation, practicums, and volunteer experiences for students.

Maintaining a consistent funding base for on-site child care is critical for the continuation of these important services. Title IV-A reimbursements for child care and transportation are accessed for teen parents who receive AFDC, with a direct vendor payment system from the county assistance office established in several districts. The advantages of a direct vendor system include assurance and promptness of payments to the provider. Other funding sources include the Title XX Social Services Block Grant, grants, district contributions, and client payments.

Although the districts have done an excellent job in identifying and accessing resources to support their facilities, funding often is a struggle. School districts are hard pressed to commit diminishing educational dollars to nonacademic services. Furthermore, Title IV-A reimbursements, which are based on a fluctuating population, do not provide a firm base for year-to-year support. For these and other reasons, school-based child care programs prioritize teen parents for services, but many also have opened their services to school district staff and the community on a fee-for-service basis. This yields a twofold benefit: a broader funding base for the child care program and expanded access to child care in largely rural communities.

When teen parents begin bringing children to school for child care services, transportation is an accompanying issue. In Pennsylvania local school boards have the authority to decide whether children of teen parents may ride on school buses. Several schools have chosen to do this. Many do not choose to exercise this option because of the costs associated with converting buses to meet infant transportation safety regulations and associated difficulties in bus routings. Instead, most districts responded to transportation needs by designating a van service, contracting for taxi and bus service, and helping students identify and develop family resources. Services are designed to support teen parents as the decisionmaker by providing information to assist them in identifying their options and evaluating the potential results of their decisions.

PHASE III—The Establishment of Outcome Expectations

Successful programs must be able to demonstrate their effectiveness. Although schools submitted annual summary reports describing their programs and services, initially there were no clear guidelines for expected outcomes.

In 1988 a subcommittee of program coordinators met with PDE and technical assistance staff to review and assess the summary reporting process. As a result of that meeting the summary report instrument was revised to include more outcome-based information regarding attendance and grade point average. Statewide expected outcomes were established for dropout and graduation rates. All programs now are expected to work to achieve a 90 percent retention rate, thereby decreasing dropouts to no more than 10 percent each year, and a 90 percent graduation rate for all seniors. Schools responded to these expectations with renewed efforts and commitments to further assist teen parents to stay in school. Recent curriculum changes in Pennsylvania, including moving from a credit-hour system to an outcome-based system, further support these efforts by allowing for alternative crediting options and flexible scheduling.

The 1991-92 summary report for all programs reflects the following results:

Total number of students served:	4,417
Racial/ethnic breakdown:	
Black	39%
White	55%
Hispanic	6%
Percent female:	91%
Percent of participating seniors who graduated:	85%
Percent of participating students who dropped out:	8%
Program retention rate:	92%
Number reenrolled due to available on-site child care:	311

The summary data are useful in identifying school districts that are experiencing difficulty in achieving the expected outcomes. Technical assistance, including on-site visits, resource development, and training, is provided to assist these schools in developing strategies to improve their effectiveness.

The Pregnant and Parenting Teen Initiative is supported through two biannual statewide coordinator's meetings. These staff development programs provide information on emerging issues, skill building, and program resources; and offer a forum for coordinators to network. Technical assistance is available year-round and acts as a central focus for program sharing and support. It has been a critical factor in facilitating program development and sharing.

PHASE IV—The Education-Welfare Partnership

In response to the Family Support Act the Department of Public Welfare joined with the Department of Education to expand Pennsylvania's Pregnant and Parenting Teen Initiative. This partnership began through a series of planning and discussion meetings. As a result the departments designed a completely new proposal application, inviting schools to move to a new level of program development for services targeted to AFDC-eligible teen parents. Interested schools had to develop and emphasize outreach efforts, expand year-round services, and extend services and support beyond graduation to placement into employment, job training, or postsecondary education. The resulting initiative, Project ELECT, has evolved as a model for ground-breaking coordination at both the state and local levels.

At the state level education and public welfare dollars are dedicated to and matched by local school district funds to access Family Support Act monies. Without these joint fiscal commitments, the funding for this initiative would not be possible. The departments of Education and Public Welfare recognized that every action they took would either improve or impede direct services at the local level. Consequently, they deliberately worked at developing an interdepartmental coordination process that is the lifeblood and deciding factor in allowing local efforts to move forward, rather than simply designing duplicate programs. The departments share technical assistance services and communication on a regular basis. Trainings, conferences, and site visits are jointly planned and conducted as part of this process.

Each department is responsible for communicating with the other on a regular basis and then disseminating information appropriately throughout their own system. This creates an unbroken circuit for problemsolving and sending out shared messages through two very distinct systems. One example of how effectively this process worked was the development of payment and attendance reporting procedures between schools and county assistance offices (CAOs) for child care services funded under Title IV-A. Schools and CAOs were simultaneously encouraged by their respective state departments to meet and develop local procedures. If this did not occur, either department was able to advise the other that assistance was needed. Each department could then work through its own internal network to contact that local school and CAO office to explain, clarify, and encourage any necessary problemsolving.

As a result staff from school districts and CAOs began meeting and talking with one another, minimizing the need for more overt department intervention. This was a remarkable process that occurred district by district and county by county, with much less top-down imposition and far more local control and commitment. Several features of this partnership help make these mirrored efforts work.

- Each department has worked and continues to work to eliminate its own bureaucratic barriers.
- The departments employ the same technical assistance program for their teen parent programs. This provides a common conduit for integrating the priorities and requirements of these variously funded programs. Schools have one recognized contact for program assistance. Problems can be flagged for both departments simultaneously. This also provides a clearinghouse for information, resources, and program sharing.
- Teen parent program coordinators meet biannually for training, information, and networking purposes. These meetings provide a forum for the departments to jointly and individually address topics and gather input and feedback.
- The departments have jointly shared and developed resource materials to support teen

parent programs. Guides for schools have been written to explain the program and how it applies to teen parents. Reporting forms have been shared, combined, and jointly developed to prevent unnecessary and duplicative paperwork.

- Each department has scheduled and continues to schedule information presentations to audiences within their respective system to maintain a general level of awareness and understanding about these programs.
- The departments are planning a statewide conference for May 1993 focused solely on teen parenting issues.

These efforts and accomplishments are the result of a remarkable partnership that continues to evolve at both the state and local levels. The practices that have emerged are neither mysterious nor formidable. They are easily employed and can be easily replicated. The departments have joined together in a shared commitment, developed a communication system between themselves and with their local service providers, and completed the circuit with shared technical assistance. Through these efforts a remarkable level of state and local coordination is occurring for the benefit of teen parents throughout Pennsylvania.

Developing Standards and Measures of Performance for Vocational Education Using the Resources of V-TECS and Other Related Organizations

by Ronald D. McCage and Brenda Hattaway

The Challenge

The Carl D. Perkins Vocational and Applied Technology Act Amendments of 1990 require that each state board of vocational and technical education develop a system of core standards and measures of performance for all secondary and postsecondary vocational-technical education programs operated in the state. Local recipients may then modify these standards and measures in accordance with criteria established by the state to evaluate and improve their local programs. While there are additional options for standard setting regarding retention in high school, the placement of students in jobs, further education beyond high school, and military service, this paper deals only with those issues related to the determination of student competency attainment and gains as implied in the act since this is where the Vocational-Technical Education Consortium of States (V-TECS) is strong. The act stresses that state leaders should build upon existing efforts to develop standards to include those required by the Job Training Partnership Act (JTPA) and the Job Opportunities and Basic Skills (JOBS) Training program legislation.

Set against the broader context of the educational reform movement, the implementation of this act has caused state departments of vocational and technical education to undergo more change in the past year than at any time since the passage of the original Vocational Education Act of 1963. First, the 1990 amendments changed the way funds are distributed to local educational agencies by directing 75 percent of the resources to those geographic areas having the highest concentration of at-risk youth with selected economic and/or educational needs. Second, the act calls for the integration of academic and occupational skills as well as an increased emphasis on secondary and postsecondary articulation through technical preparation (tech prep) or other similar programs. Third, and most significant, the act moves program evaluation away from the traditional model of state agencies conducting periodic on-site process reviews of at least 20 percent of the local programs each year to that of requiring each local recipient to measure student learning and competency gains for basic and advanced academic skills as well as for measuring student competency attainment in job and occupationally related skills using the state's system of core standards and measures of performance as the base. Simultaneously, the U.S. Department of Education and the U.S. Department of Labor have held five joint hearings and other related meetings to discuss the implications of creating a national system of voluntary skill standards and certification with business and industry.

It is somewhat ironic that as Congress directed states to undertake this important challenge, state administrative funds were reduced by 2 percent and discretionary resources for statewide program improvement and critical research activities were reduced by one-third. Combined with a greatly depressed economy, these reductions have resulted in the elimination of several state staff positions and the closing of at least a dozen state-supported vocational education curriculum centers during the past twelve months. Consequently, there is a pressing need for state leaders to rethink how they will acquire, develop, and share up-to-date curriculum and assessment vehicles that are designed to meet changing program improvement needs. Therefore, the real challenge is to do more with less while ensuring flexibility and high-quality outcomes.

The Solution

To meet these challenges, the board of directors of the Vocational-Technical Education Consortium of States recommends that states pool their resources human, material, and monetary to identify and validate national standards and student progress assessment tools that will meet the intent of the Perkins requirements for standards and performance measures through a highly coordinated effort designed to build on the best the field has to offer. For example, Oklahoma has the ability to create customized tests for some 190 occupational titles, and to create related tests for reading, math, and science in each of these same occupational areas. Arkansas has a centrally managed statewide testing capability for more than sixty occupational areas. Florida, Kentucky, and North Carolina, among others, have similar statewide activities that are operating effectively.

Other states, especially the smaller ones, have very little underway and are looking for solutions. *Regardless of size, what all states have in common are increasing demands on their human and material resources coupled with diminishing financial and human resources to achieve their goals.* The twenty-three-state V-TECS organization has a nineteen-year history of developing worker-validated tasks and performance objectives that contain job-based standards of performance for more than 170 occupational domains representing more than 700 Dictionary of Occupational Titles. Thus, V-TECS is a logical place to start when looking for an operational base for this type of national cooperative effort. Consequently, V-TECS proposes to modify its current developmental processes where necessary and build on its material and human resource base using the latest technology and software.

V-TECS proposes to operate this new developmental system using a centralized management concept. It will add one person to its existing staff to help provide administrative and conceptual direction to the system, while using top-notch consultants and volunteers to do a major portion of the work on an outcome-by-outcome basis. By centralizing the developmental function, the organization will be able to complete new products as well as expedite the updating of existing products in approximately 60 percent of the time it takes states to do the work using the current model. In addressing this issue, the V-TECS board already has decided to expand the scope of this endeavor to include in this enterprise such major stakeholders as business, industry, labor, JTPA, and other state and national organizations so that the same base can be used for the development of industry skill standards and certification measures.

What is the Vocational-Technical Education Consortium of States and What Does It Do?

V-TECS is composed of twenty-three state departments of vocational and/or technical education and six federal agencies that have agreed to work together to ensure that what is taught in the classroom and/or the training environment is directly related to what goes on in the workplace. The consortium has been in operation since August 1973, and has held steadfastly to its original purpose, which is as follows.

The purpose of V-TECS is to promote the systematic development and implementation of the concept of competency-based vocational-technical education by securing the active participation of state agencies and other appropriate organizations that agree to concentrate on:

- the analysis of jobs and the organization of job-related information using representatives from business and industry as the primary source of the occupational content, standards, and processes for doing the work;

- the development of vehicles for assessing and certifying student competency attainment and gains in various occupational areas; and
- the design, development, and/or acquisition of instructional and training materials as well as assessment vehicles that provide the validated link between education and employment.

An underlying premise of V-TECS is to ensure the easy transportation of high-quality, competency-based vocational-technical education materials across institutional and state lines for use as a base upon which high-quality programs and assessment systems can be developed and operated while conserving fiscal and human resources through the shared development and dissemination of information in both paper and software formats.

The current membership of V-TECS includes the states of Alabama, Arkansas, Arizona, Florida, Georgia, Idaho, Illinois, Indiana, Kentucky, Maryland, Massachusetts, Michigan, Mississippi, New Jersey, New York, North Carolina, Oklahoma, Oregon, Pennsylvania, South Carolina, South Dakota, Tennessee, and Virginia. Other states having held membership in V-TECS and having made contributions to its vast inventory of skill-based materials are Delaware, Louisiana, Kansas, Missouri, Texas, Utah, Washington, West Virginia, and Wisconsin. Associate members of V-TECS include the technical training commands of the U.S. Air Force, the U.S. Army, the U.S. Marine Corps, the U.S. Navy, the U.S. Bureau of Prisons, and the Bureau of International Labor Affairs of the U.S. Department of Labor. It should be noted that in 1973 the Air Force hosted the first two organizational meetings of V-TECS as well as the initial in-service training on the Air Force's Instructional Systems Design Model, which V-TECS adapted and still uses in a modified form as its basic developmental process. The military is still very active in V-TECS since all four military training commands continue to use parallel processes for the development of their training and assessment materials. The V-TECS materials are shared with the military and V-TECS has immediate access to all military training materials that are not classified. In fact, V-TECS is working with the staff of the Army Training and Doctrine Command to adapt current Army training materials that are applicable to the civilian sector with little modification. The Bureau of Prisons uses V-TECS materials in the prison's school system while the Department of Labor uses V-TECS concepts and materials in its work with developing countries as a part of its economic development model. As a result of the DOL relationship, and one with the World Bank, V-TECS has expanded the scope of its activities internationally. It has hosted briefings and extended study tours for thirty-five groups from twenty-five different countries.

What Does V-TECS Have to Address the Standards and Measures Requirements of the Perkins Act?

In its nineteen-year history, V-TECS has produced more than 200 Catalogs of Performance Objectives and Performance Guides, which provide detailed job descriptions for specific or related occupations dealing with the handson or psychomotor skill aspects of the occupation. Catalogs identify what workers do, how they do it, what they do it with, and the expected performance (standard) for each task as validated by workers. V-TECS catalogs currently address more than 700 of the occupational titles listed in the U.S. Department of Labor's *Dictionary of Occupational Titles* (DOT). Each catalog contains the duties associated with an occupation, the specific tasks for each duty, a list of performance steps describing how each task ordinarily is performed by workers on the job, a performance objective that details a standard for acceptable performance, and a list of conditions (tools, equipment, and environmental and safety considerations) for performing the task. These elements are the primary resources for establishing the industry standards as applicable at the classroom level for the measurement of student competency attainment and learning gains as well as for developing skill certification vehicles for the state and national levels.

The V-TECS Curriculum Guide is an extension of the catalog that includes an analysis by a team of instructors and workers to determine the knowledge, skills, and work-related behavior or attitudes required for the mastery of each task. Based on this information, suggested instructional resources, activities, and worksheets are provided for use in the design and delivery of the actual training within the local program or industrial training environment as defined in the assessment and evaluation criteria contained in Perkins II.

Using the task analysis information, V-TECS identifies enabling competencies and related academic skills and codes them to the Snyder Basic/Essential Skills Taxonomy to provide V-TECS states with a common language for identifying the academic skills embedded in all V-TECS products. This will be reviewed to incorporate the concepts contained in the SCANS report.

Perkins II calls for the determination of student competency attainment, student learning, and competency gains in both academic and occupational skills, and skills certification using national standards verified by business and industry. Consequently, there is no better way to measure attainment than to have an evaluation tool tied directly to each task to be mastered by each student in an occupational area. The V-TECS Criterion-Referenced Test Item Banks meet this specification since each test item is coded to a task. V-TECS item banks are stored on diskettes in ASCII format making them accessible on any MSDOS computer system.

Another V-TECS resource is the Automated Cross-Referencing Occupational System (ACROS) developed by the state of Michigan as a resource for curriculum development; however, experience has shown this system to be a much more comprehensive tool since it is useful in working with business and industry to create specialized training programs, and in helping displaced workers find new occupations that make use of their current skills. ACROS is a computer-based system that combines elements from the following three databases:

- 2,000 duty statements and more than 30,000 task statements taken from 180 V-TECS task lists and tools and equipment lists and 45 Michigan task lists;
- The *Vocational Preparation and Occupations Handbook*, which crosswalks the U.S. Department of Education's *Classification of Instructional Programs* and the *Dictionary of Occupational Codes and Titles*; and
- 1,850 keywords from *The Handbook of Occupational Keywords*, which provide the link for searching across the entire task list database for related duties and tasks. Where task lists do not already exist, searches can be made across all task lists to find duties and tasks that relate to specific concepts. The identified tasks then can be used as a starting point for a dialogue with industry in a number of areas.

Recently, V-TECS completed the development of a second piece of software that will be invaluable to conducting this effort and to keeping the information current for many years. This software, called V-TECS DIRECT, allows every element presently contained in each V-TECS product to be computerized and manipulated. It is a software package designed for storing and retrieving V-TECS material as well as any other competency-based data related to occupational and programmatic content.

V-TECS DIRECT gives each user the capability of reviewing and/or selecting specific elements of interest in a variety of ways. It customizes the existing material and makes it possible for users to enter their own material into the system. This concept provides maximum flexibility in merging task or competency lists for the development of cluster programs, and provides task statements and performance objectives for determining performance standards and measures for vocational and applied technology programs at the local, state, and national levels. V-TECS DIRECT can be used in a technical committee meeting to immediately enter, add, or delete information from the duty/task list and tools list, or with subject matter experts to review and update any of the instructional or assessment elements contained in the system.

V-TECS DIRECT is a tool that will be used to help keep up with technological changes. Having instructional and assessment information in a database is the key to being current in the future. It is another reason why centralizing the management of development and updating is so critical.

What Does V-TECS Plan to Do?

During the past three years, the V-TECS board of directors has spent most of its formal meeting time discussing its future. As a result of this long range planning process, new vision, mission, and goal statements were formally adopted at the May 1991 board meeting. They are as follows.

The V-TECS Vision

To provide high-quality, business and industry-validated, competency-based, vocational-technical outcome standards, curriculum resources, and assessment vehicles.

The V-TECS Mission

To produce and distribute high-quality, research-based resources that support the development of outcome-based materials for employment and lifelong learning needs of the total workforce.

V-TECS Goal Statements

Population to be Served: V-TECS will increase the participation of all entities assumed to be involved in providing for the education and training needs of the future workforce, which include the public and private sector, business, education, industry, labor, military, and international education and training providers.

Products to be Developed: V-TECS will use state-of-the-art technology to create and keep current its high-quality research-based tasks, standards, instructional and assessment products that reflect the needs of the major stakeholders that are involved in the education and training of the workforce of the future.

Technical Assistance to be Provided: V-TECS will create a greater awareness of its ability to provide customized technical assistance for all aspects of the curriculum and assessment development process and how its outcomes are utilized in all types of participating entities.

Organizational Structure: V-TECS will be known as an efficient, effective, and responsive organization that meets the requirements of its participating stakeholders.

Financial Base: V-TECS will secure and maintain a financial base that will allow it to develop national standards, assessment tools, and curriculum resources as well as provide for the inservice training and technical assistance of all participating entities.

As the process proceeded, the V-TECS board of directors met in Williamsburg, Virginia, on May 4-6, 1992, to discuss a paper, "A Proposed Effort to Jointly Address the Standards and Measures of Performance Issues of the Carl D. Perkins Vocational and Applied Technology Education Act Amendments of 1990," which was headlined and promoted as "A Call for Collaboration." This meeting was extremely successful in that fifty people attended, including ten state directors of vocational-technical education who represented their respective states as members of the board of directors, a representative of each of the four military associate members, a staff member of the U.S. Department of Education, and the executive director of National Occupational Competency Testing Institute (NOCTI), as well as two officials of American College Testing (ACT). After a day and a half of orientation and small group sessions, the board directed staff to develop a master plan to be reviewed by the full board in Kansas City, Missouri, on September 12, 1992, prior to the National Association of State Directors of Vocational-Technical Education Fall Conference. The exact wording of Motion 44-8 is as follows:

44-8 Tabled Motion 44-2 to be substituted with the following Motion: V-TECS will develop a master plan which will address the three previously adopted motions:

- 44-4 Motion, that V-TECS develop a system for the national validation of tasks and performance outcomes involving the appropriate stakeholders.
- 44-5 Motion, that the V-TECS organization continue the development of test item banks as an element of V-TECS DIRECT and that staff develop a recommendation for creating partnerships with testing organizations for the purpose of adopting, adapting or developing assessment instruments utilizing the national validation process as the driving force behind all product development. Such plan shall be ready by September 1, 1992.
- 44-6 Motion, that the V-TECS organization will complete, over the next four months, the entry of all elements on priority Tables 1 and 2 (Section 5 of the Board Book) into the data bank system and distribute same to member states.

Some may perceive this V-TECS initiative for addressing standards and measures as duplicative of the ongoing U.S. Department of Education and U.S. Department of Labor dialogue regarding the setting of national industry standards for use as a base for skills certification. The V-TECS board does not agree. The department outcomes will not be available for three years and there is an immediate need for the development and/or refinement of existing business and industry standards, which can be used as an assessment base for the occupational areas currently taught in the local schools under their jurisdiction, given the more pressing deadlines of the Perkins Act. The board further believes that the Perkins Act requires local educational agencies to measure student progress on an ongoing basis as contrasted to the certification concept, which suggests an end of the program or pre-employment examination hurdle.

In the future, it is assumed that the majority of all V-TECS products will be developed by the V-TECS central office, which will contract with experts according to priorities approved by the board on an annual basis. This system will produce outcomes designed to help states and local agencies do a better job of meeting the intent of the standards and measures provisions of Perkins II, as well as the JTPA, since each product will be reviewed using a set of rigid, high-quality standards before being released to the field. In time, this approach also could prove to be the best alternative for setting national standards for credentialing students and trainees since it has the advantages of being in place, having an established and respected process for accomplishing the work, having an existing base of operation for the long-term dissemination of the outcomes, and the capacity to maximize what already exists rather than reinventing the wheel under another banner. The major outcomes of the new V-TECS will be as follows.

OUTCOME I: Implementing a System for the National Validation of Tasks and Performance Outcomes Involving the Appropriate Stakeholders

V-TECS will identify and validate task lists and occupational competency standards on a national basis using a cross-section of business, industry, and labor and the military. Board and committee representatives from participating states will be directly involved in determining which priorities are addressed and how the system is designed and operated. The following constitute major components of the system.

- The top occupational areas will be identified and prioritized on an annual basis for development and/or updating.
- Searches will be made of NNCCVTE, ACROS, and V-TECS DIRECT, in collaboration with other sources such as ACT, the Department of Defense (DOD) Associate Members, and NOCTI to identify existing task lists and related resources that support the occupational titles being addressed.
- Preliminary duty and task lists will be formulated and validated using representatives from business and industry as well as the DOD associate members on a national basis.
- Standards will be formulated and verified by representatives from business, industry, and the four DOD associate members.
- Final tasks and outcome standards will be produced in computerized formats using the V-TECS DIRECT software and other appropriate tools.
- The occupational analysis approach will be expanded to identify the basic and related academic skills as well as the occupational skills and the generic "people/personal" skills employers want as identified by ASTD, SCANS, and the Illinois Workplace Readiness Skills Project.
- Tasks and standards will be subjected to at least two independent validation reviews at the national level: a review by business, industry, and the military; and a review by participating states.

OUTCOME II: Building a National Assessment Service

V-TECS will expand its efforts to develop criterion-referenced test banks for use in customized assessment tools for each occupational title using the previously mentioned nationally validated task list and occupational standards as the base of reference. V-TECS will continue to disseminate test item banks on diskettes in ASCII format for use in V-TECS DIRECT and other MSDOS test management software as a tool for local program improvement/formative evaluation purposes. V-TECS will work with other organizations, such as ACT and NOCTI and the military and its own member states, to build tests from existing item banks based on nationally validated tasks and standards that then can be used for industry skills certification purposes.

- Specialists will develop test specifications for each occupational title so that the appropriate mix and type of items are identified and made available for each task/standard.
- Existing resources from V-TECS states and the military will be used to the maximum extent possible to expedite the process of developing the test item banks for each occupational title.
- Testing specialists will correlate the relevant resources collected from participating states to the appropriate task and standard for each occupational title.
- Gaps in test item banks will be identified and additional items will be written and validated.

- All items will be reviewed, revised, validated, and field tested with the best items selected for inclusion in the V-TECS item banks.

At a minimum, all item banks will contain written cognitive items in multiple-choice and matching formats and performance items in checklist, simulation, and hands-on formats. All items will be coded so that users can customize assessment vehicles using one or more of the following descriptors:

- occupationally specific skills in written and/or performance format;
- basic and academic items in written format coded for reading/communication skills, math skills, science skills, and social studies skills;
- higher-order critical thinking, and problemsolving skills; and
- others as determined by participants.

State-of-the-art hardware and software will be utilized for generating, grading, and reporting purposes. V-TECS plans to add a test building and reporting module and an instructional management module to the V-TECS DIRECT software in the immediate future.

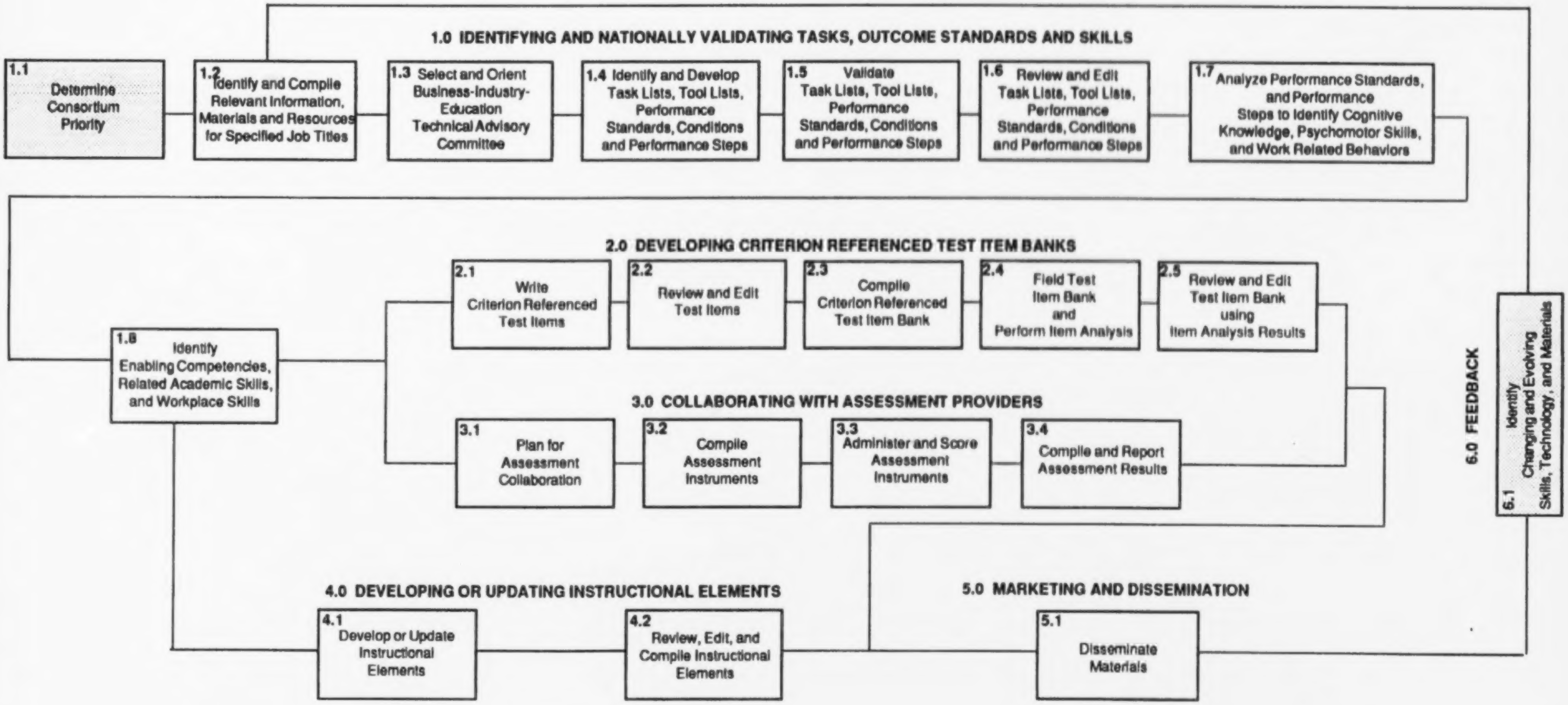
OUTCOME III: Updating Existing V-TECS Materials

Existing elements of all higher priority V-TECS catalogs, guides, and test item banks will be updated and distributed to all participants in V-TECS DIRECT computer-readable format. A regular cycle will be established for future updates of all materials using subject matter experts and business/industry representatives to ensure accuracy and completion. Gaps will be identified and additional elements written. This will provide a valid but flexible curriculum framework for organizing instruction and evaluation vehicles for addressing local, state, and national standards and for developing tech prep programs and individualized education plans for special needs students. All V-TECS elements will be organized around a core/occupationally specific concept where appropriate. Special attention will be given to new and emerging areas.

The flow chart that follows represents an explanation of how these characteristics have been incorporated into a streamlined version of the V-TECS process.

Summary

V-TECS is one of the best kept secrets in the United States, especially since it has application far beyond the traditional boundaries of vocational and technical education. It can be just as readily used in JTPA, JOBS, state economic development programs, and, yes, even in business and industry itself; consequently, before spending millions to develop or create a new industry skills certification system, states should think about maximizing on what already has been paid for. Although V-TECS is a very important piece of this, it is only one of many available resources that can be provided by the state director of vocational-technical education.



1.0 IDENTIFYING AND NATIONALLY VALIDATING TASKS, OUTCOME STANDARDS AND SKILLS

1.1 Determine Consortium Priority

1.2 Identify and Compile Relevant Information, Materials and Resources for Specified Job Titles

1.3 Select and Orient Business-Industry-Education Technical Advisory Committee

1.4 Identify and Develop Task Lists, Tool Lists, Performance Standards, Conditions and Performance Steps

1.5 Validate Task Lists, Tool Lists, Performance Standards, Conditions and Performance Steps

1.6 Review and Edit Task Lists, Tool Lists, Performance Standards, Conditions and Performance Steps

1.7 Analyze Performance Standards, and Performance Steps to Identify Cognitive Knowledge, Psychomotor Skills, and Work Related Behaviors

1.8 Identify Enabling Competencies, Related Academic Skills, and Workplace Skills

2.0 DEVELOPING CRITERION REFERENCED TEST ITEM BANKS

2.1 Write Criterion Referenced Test Items

2.2 Review and Edit Test Items

2.3 Compile Criterion Referenced Test Item Bank

2.4 Field Test Item Bank and Perform Item Analysis

2.5 Review and Edit Test Item Bank using Item Analysis Results

3.0 COLLABORATING WITH ASSESSMENT PROVIDERS

3.1 Plan for Assessment Collaboration

3.2 Compile Assessment Instruments

3.3 Administer and Score Assessment Instruments

3.4 Compile and Report Assessment Results

4.0 DEVELOPING OR UPDATING INSTRUCTIONAL ELEMENTS

4.1 Develop or Update Instructional Elements

4.2 Review, Edit, and Compile Instructional Elements

5.0 MARKETING AND DISSEMINATION

5.1 Disseminate Materials

6.0 FEEDBACK

6.1 Identify Changing and Evolving Skills, Technology, and Materials

THE NEW V-TECS DEVELOPMENTAL SYSTEM FOR CREATING OR REVISING MATERIALS

THE NEW V-TECS DEVELOPMENTAL SYSTEM FOR CREATING OR REVISING MATERIALS

The following is a step by step explanation of how the current V-TECS process can be modified for immediate application to the identification and validation of national standards for competencies in business and industry for any occupation or group of occupations. The system allows for the identification of skill standards, related academic and reasoning skills, and the development of criterion-referenced test item banks for the vocational-technical education institutions. In addition, the system provides for the development of assessment and feedback procedures to continually update the materials by identifying changes in materials, technology, procedures, and job-relevant skills in an industry or trade that will become a part of the database.

1.0 IDENTIFYING AND VALIDATING NATIONAL TASKS, OUTCOME STANDARDS, AND SKILLS

1.1
Determine Consortium Priority

Priority areas for development and/or revision will be identified on an annual basis by the V-TECS board of directors from business-industry areas that need additional development and/or refinement. To start the process, staff have identified four areas to initiate immediately, assuming adequate resources are available.

1.2
Identify and Compile Relevant Information, Materials, and Resources for Specified Job Titles

Project staff will identify and compile relevant information about the industry(s) being studied. Information will be compiled about the industry, products, markets, the job titles associated with the industry, any available tool and task lists, performance standards, and other relevant educational information. This information will be used to select specific job titles to be included in the project and to ensure that the Business-Industry-Education Technical Advisory Committee is composed of an appropriate cross section of the industry being studied. Resources such as V-TECS DIRECT, ACROS, ERIC, and the NNCCVTE will be consulted as a part of this step.

1.3
Select and Orient Business-Industry-Education Technical Advisory Committee

Employing the information gathered during the previous activity, the project staff in conjunction with industry and educational advisors will select a National Technical Advisory Committee. The composition and number of committee members will depend on the characteristics of the industry, association representation, and the number of job titles for which performance standards and other materials are to be developed. Traditionally, six to twelve industry experts comprise a committee. This committee will assist the project staff in identifying the tasks performed by workers in each job title included in the study, the tools the workers use, and the performance standards and performance steps for tasks performed by the workers.

1.4
Identify and Develop Task and Tools Lists and Performance Standards Conditions, and Performance Steps

Using the V-TECS DIRECT and ACROS software packages, and the knowledge and expertise of the National Technical Advisory Committee, the project staff will identify tasks and tools associated with the specified job titles. The National Technical Advisory Committee will provide the information upon which the performance standards, conditions, and performance steps will be developed for each of the tasks.

1.5
Validate Task and Tools Lists and Performance Standards, Conditions, and Performance Steps

The task statements and tool list will be compiled into a document that will be used to survey a national sample of workers within the specified job titles to validate that the tasks identified by the National Technical Advisory Committee and project staff are actual tasks performed by the workers. The workers included in the sample will be requested to list additional tasks they perform and tools they use in their jobs. An ad hoc group of technical experts will be convened to review and validate the performance standards, conditions, and performance steps developed by the National Technical Advisory Committee and project staff. V-TECS technical coordinators will participate in this process by helping to run the National Technical Advisory Committee Meeting and by surveying their respective states to gain consensus regarding the tasks and standards.

1.6
Review and Edit Task and Tools Lists and Performance Standards, Conditions, and Performance Steps

Results of the national survey and the review of the ad hoc group of technical experts will be analyzed and used by the National Technical Advisory Committee and project staff to review and edit the task and tool lists and performance standards, conditions, and performance steps. The final validated task and tool list, performance standards, conditions, and performance steps will be entered into the V-TECS DIRECT database and management system.

1.7
Analyze Performance Standards and Performance Steps to Identify Cognitive Knowledge, Psychomotor Skills and Work Related Behaviors

A task analysis team will be selected and trained to conduct an indepth analysis of the performance standards, conditions, and performance steps for each of the validated tasks to identify cognitive knowledges, psychomotor skills and work-related behaviors (e.g., employability skills, safety skills, teamwork skills, decisionmaking skills, etc.). The composition and number of committee members will be determined by project staff and the National Technical Advisory Committee. The level of expertise and communication skills of those selected for this committee are directly correlated with the quality of the outcomes of the task analysis process and all subsequent writing activities that are based on the outcomes.

1.8
Identify Enabling Competencies and Related Academic Skills

Using the task analysis information and other resources previously developed or identified, enabling competencies and related academic skills are identified for each task and entered into V-TECS DIRECT. Major emphasis will be placed on expanding this concept to encompass ASTD and SKANS skills.

2.0 DEVELOPING CRITERION-REFERENCED TEST ITEM BANKS

2.1 Write Criterion-Referenced Test Items

A Criterion-Referenced Test Item Committee made up of instructional designers, test item writers, instructors, supervisors, and/or workers will write, review, and edit test items using the task analysis data, a set of specifications, and accepted test item construction guidelines. These items will be coded to each task so that assessment vehicles can be customized in a variety of ways.

2.2 Review and Edit Test Items

The review process consists of a review of each item by four groups of experts. After each review, the test items are revised by project staff so that successive groups of reviewers can react to a progressively refined product. Items are first reviewed by the committee as they are developed. Next, each item is reviewed by a person, other than the writer, who has expertise in test item construction. For the third review, an ad hoc group of instructors is identified to assess the adequacy of each item. Finally, an ad hoc group of workers is convened to provide a final check on job-related accuracy and relevance.

2.3 Compile Criterion-Referenced Test Item Banks

When the test item review is complete, the project staff assembles the items and formats the item bank for inclusion in the item bank management module of V-TECS DIRECT.

2.4 Field Test Item Bank and Perform Item Analysis

All written and performance items are field tested in order to provide item analysis data necessary to make final revisions of the items. Item analysis data includes item difficulty index, item discrimination, and distractor response data.

2.5 Review and Edit Test Item Bank Using Item Analysis Results

Based upon the item analysis and review of the field test results, the item bank is finalized. Changes in any of the items is entered into V-TECS DIRECT. The bank is now available for the generation of tests based upon specific test blueprints. To facilitate this, V-TECS staff are currently negotiating to add a test construction/generation/reporting module to V-TECS DIRECT.

3.0 COLLABORATING WITH ASSESSMENT PROVIDERS

3.1
Identify Assessment Collaborations

Once the national standards are validated, staff will identify possible collaborating organizations/agencies, such as ACT and NOCTI, the military, and/or states, such as Arkansas, Kentucky, North Carolina, and Oklahoma. They will then negotiate a plan for developing assessment/certification vehicles based on the V-TECS standards. The occupational areas to be included in the project will be identified and a project schedule will be developed.

3.2
Compile Assessment Instruments

*Following the guidelines laid out in the assessment plan and in conjunction with established testing procedures, the project staff and the collaborating entity, will compile forms for the assessment instruments.

3.3
Administer and Score Assessment Instruments

*In accordance with the administrative procedures formulated through the collaboration agreement and specified in the assessment plan, assessment instruments will be administered and scored.

3.4
Compile and Report Assessment Results

*Results of the assessment will be analyzed and reported to project staff and the National Technical Advisory Committee. Individual results will be reported to each person who has taken the test.

**These steps are only applicable where actual assessment instruments are developed in collaboration with other entities.*

4.0 DEVELOPING AND UPDATING INSTRUCTIONAL ELEMENTS

4.1

Develop or Update Instructional Elements

The instructional elements are a bridge between the analysis of the workplace and the instructional milieu. Using the validated task and tool list, performance standards, conditions, performance steps, enabling competencies list, related academic skills list, and the task analysis data, as well as any other pertinent resources, such as an existing guide already in V-TECS DIRECT, the Instructional/Training Elements Committee will identify or develop instructional activities (suggested methods and/or procedures for the delivery of instructional content to students or trainees) and instructional resources (materials used to develop or update instruction and/or learn specific objectives). In the new V-TECS this will become a review and updating function rather than a new product development priority.

4.2

Review, Edit and Compile Instructional Elements

Performing an ongoing internal evaluation and review of the instructional elements as they are being written is vital in determining the quality of the material and in correcting problems. An ad hoc group of instructors and instructional designers will review the instructional elements. Following the final review, the Instructional/Training Elements Committee will compile the instructional elements and the project staff will format the material for inclusion in V-TECS DIRECT. The elements are then available for developing the curriculum for an instructional or training program of study.

5.0 DISTRIBUTION AND MARKETING

5.1

Disseminate Materials

Using the dissemination networks of V-TECS and the cooperating business, industry, and education associations and agencies, relevant information and materials will be distributed to interested individuals and groups.

6.0 PROVIDING FEEDBACK

6.1

Identify Changing and Evolving Skills, Technology, and Materials

The National Technical Advisory Committee and project staff will select an ad hoc committee of experts from industry, labor, and education to keep the staff informed of changes and expected changes in the industry, its materials, procedures, and regulations that affect needed skills and knowledge of the industry's workers. After these proposed changes have been reviewed and accepted, they will be entered into V-TECS DIRECT and made available to interested parties. If this is implemented as intended, it will serve as a vehicle for continual updating and revision of all V-TECS materials.

Toward a Universal Job Opportunity Grant and Loan for Education and Training

by Alan J. Zuckerman

Introduction

The American economy and culture promote the goals of working for a living and achieving economic self-sufficiency through diligent individual effort. At the heart of the American dream is the confidence that opportunities for education, training, and jobs with a future will in fact be available to those who study and work hard to meet their obligations to themselves, their family, and their country. To help ensure that confidence the United States invented universal public education. Despite serious deficiencies in that system, more than 85 percent of Americans between the ages of twenty-five and twenty-nine earn a high school diploma or General Educational Development (GED) certificate by age twenty-five.

In higher education America's colleges and universities are recognized worldwide for their nearly universal accessibility, the quality of the education they provide, and for the doors they open to subsequent economic independence. While still too costly for many, almost 25 percent of our young adults (ages twenty-five to twenty-nine) now have four-year college degrees. The United States has more college graduates than high school dropouts. Americans understand the benefits of higher education to society. On average, governments and philanthropy combined provide each college student a subsidy of $5,000 per year for four years or more.

But what of the other 75 percent of American youth, who are needed daily as staff and support personnel to keep the wheels of our economy in motion? Most careers in hospitals, banks, transportation, communications, industry, construction, and retailing do not require a four-year college degree. Yet the rise of sophisticated technologies and a globally competitive marketplace demand a much higher level of skills and expertise for the workforce of the twenty-first century. As the requirements of the workplace accelerate, the preparation of our workforce must keep up. Young people must be better prepared to use information, to adjust quickly to shifting job demands, to transfer complex knowledge effectively from one setting to another, to work as part of a team, and to make decisions. A prosperous America will require many more of our young workers to *excel* to ensure both individual livelihoods and national prosperity.

Current public policy sends only one-quarter of our people through four-year colleges. Most high school students complete a non-work-related general education program. As a consequence, too many noncollege students flounder and drift while finding their own way in the labor market. Some youth access Pell grants, which support postsecondary vocational training, while others take advantage of state-supported vocational training, which prepares them for work. However, despite the many young people who struggle with the transition to work, we provide short-term training "fixes" for only a tiny percentage in "second-chance programs," like those funded by the Job Training Partnership Act.

In short, the stark reality is that *American society provides no organized and systematic occupational education and training opportunities for noncollege youth—the majority of our workforce and the backbone of our economy*. Many high school graduates who need higher level skills have no readily accessible and affordable way to obtain the requisite training. Young people who did not complete or succeed in high school and who now recognize the need for further training to earn a job capable of supporting a family often are out of luck. Because of limited funds, effective "second-chance" programs, such as the Job Corps and Youth Service and Conservation Corps, reach less than 5 percent of all eligible youth.

The *social compact* between youth and our society is clear. Young people have a responsibility to invest their talents, their time, and their energies to guarantee the vitality of our society. Society in turn has a reciprocal obligation to ensure that young people have access to the opportunities that will equip them to meet their commitments. If this social compact is to endure, it must be anchored in fairness.

The Universal Job Opportunity Grant and Loan Program

The United States should move deliberately *toward a policy that regards universal education and training to achieve individual and national economic independence as a sound economic investment and a basic human right*. Family stability, national prosperity, international competitiveness, and fairness demand that we create conditions to motivate and enable every young person to obtain the skills necessary to maintain a decent standard of living. The goal of the Universal Job Opportunity Grant and Loan is to establish each person's right to an effective education as the cornerstone of our national covenant with youth for preserving and enhancing the American future.

The compact will require that government plan, organize, and oversee a first-class system for educating and training the highest skilled, most productive workforce in the world. Federal taxes should support the development of a universal system, with national standards of excellence, designed to ensure that resources are available to develop the most productive workforce in the world. States will be responsible for oversight to ensure quality services that exceed national standards and respond to the needs of the economy. Local governments, educational institutions, community-based organizations, and others will provide individualized services.

Employers will support the individual Job Opportunity Grants (JOGs) by contributing earmarked taxes to an education and training fund. Employers' technical support and leadership will be mobilized to ensure that our workforce is the most skilled in the world.

Each individual will contribute to their personal development by assuming responsibility for a loan that is the monetary equivalent of the Job Opportunity Grant. The grant and loan together will total about $5,000 a year to purchase education, training, and other services that will lead to employment. Each individual will be responsible for the repayment of the loan by paying a percentage of net income through the Internal Revenue Service.

Features and Principles. To have an impact a work readiness/human resource development policy such as JOG must have certain features and follow certain principles.

- **Universal**. The scale of the solution must be large enough to offer services to every one of the 9.3 million out-of-school youth. Eventually, the system must be capable of developing the human resource capacity of all Americans.
- **Individualized**. The system must be able to plan, track, and support the individual needs of a broad range of out-of-school Americans.
- **Client-Centered**. Each person needs an individual plan tailored to meet his or her own needs, interests, and aspirations.
- **Comprehensive**. Each client requires a different set of services to get a job and become self-sufficient. Reading, writing, and arithmetic, and good health are basic. Lack of transportation limits job choice. Parents need child care to work and to participate in training. JOG would enable individuals to plan for

up to three years of services. The scope, order, and duration can be determined by each person's needs.

- **Capacity to Deliver Services**. JOG will create a demand for more schools, teachers, trainers, and other highly qualified professionals to develop the productivity of 9.3 million young people. It also will require a national research and demonstration effort to develop sophisticated methods and technology to prepare our workforce.
- **Competency-Driven**. Progress and outcomes will be measured by comparing outcomes with industry-defined standards of excellence. Certificates will describe each individual's level of competence.
- **Accountability**. Service providers will answer to youth who are being served, to employers who demand trained workers, and to the states that will administer the program.
- **Maximize Utilization of Existing Resources**. The existing system is the bedrock on which JOG will be built. JOG will utilize existing networks of effective public and private service providers.
- **Equitable**. The costs of JOG should be supported by general tax revenues, an employer tax, and loans that will be repaid by each individual.
- **Eligibility**. Initially, every out-of-school youth between the ages of sixteen and twenty-four will be eligible for a Job Opportunity Grant and Loan that will pay for a planned, comprehensive, accountable education and training program to prepare them for employment. During the next decade, eligibility for these grants could be expanded to include displaced, unemployed, and underemployed workers ages sixteen to sixty. Each person would be eligible for up to three years during their working life for a Job Opportunity Grant, provided they match the grant with an equivalent loan.

The lower age limit of sixteen reflects the current practice of youth employment programs. In proposing a universal benefit, the National Youth Employment Coalition recognizes the need to take precautions so that young people are not enticed to leave school for JOG. The requirement that recipients of the grant also incur indebtedness should be a natural deterrent. Safeguards also must be created to ensure that school systems do not push young people out of school for economic reasons. A possible safeguard might be to require that schools pay some portion of the cost of the grant and loan for school-age youth. It will take further research and experience to create these preventive measures.

The National Youth Employment Coalition has proposed limiting JOG eligibility to youth ages sixteen to twenty-four. Youth are our constituency. In making this proposal we recognize that the JOG vehicle also would meet the needs of dislocated workers. In its broadest context it could be the vehicle to make lifelong learning a reality. When JOG has demonstrated that it can help young people, it would be constructive to expand the entitlement so that every American could utilize JOG for three years of service. JOG would be restricted to education and training to prepare people for work or increase their job skills.

Program Components. JOG would be comprised of a number of components.

Grant. Initially the Job Opportunity Grant would be for up to three years at an annual level equivalent to the Pell grant. This would ensure equity between students bound for four-year collegiate education and those requiring noncollegiate education and training opportunities. (Currently, the maximum Pell grant is $2,400 annually.)

Loan. Since the Job Opportunity Grant might not be sufficient to cover the cost of many high-quality technical education programs, or programs that combine basic and technical education, individuals would be responsible for a matching loan of up to $2,500 annually for up to three years. These Job Opportunity Loans would be repayable through a surcharge on future income tax payments that result from increased future earnings. The repayment amounts and schedule would be dependent upon the individual's taxable income. (According to the Veterans Administration, increased earnings attributable to education and training under the "G.I. Bill of Rights" resulted in federal tax collections twelve times the federal government's outlays. The nonmonetary benefits to individuals, employers, and society are incalculable.)

Certification. Education and training services would be provided by a broad range of certified service providers (e.g., adult and technical education programs of public schools, community colleges, Job Corps, community-based human resource organizations, alternative schools, providers of service under the Job Training Partnership Act and other federal education and training programs, trade and technical schools, and corporate trainers).

Concerns have been raised about the current certification system, which has approved proprietary schools and some public vocational programs that provide inadequate training that rarely leads to promised employment. We must create a credible certification that assures the taxpayer and the individual who invests his or her time and money that they are receiving value. This will require an investment in certification personnel to periodically examine all accredited institutions and to investigate all complaints.

Each agency that provides service must be certified as an effective provider of services and as a financially responsible agency. To ensure quality control and guard against potential problems of financial fraud and abuse, each state would create (or designate) a single agency to:

- design the accountability system;
- certify eligible service providers;
- collect essential information to monitor program quality;
- conduct financial audits;
- relate education and training services more closely to the changing needs of the state or regional economy; and
- collect and distribute information that describes the content of training programs, dropout rates, retention rates, completion rates, and the initial jobs of graduates.

Accountability. Current systems have limited recourse. While states have closed schools that do not provide promised training, we do not have the capability to monitor programs in a timely manner and to ensure program quality to prospective students. An accountability mechanism must provide information that allows each student to evaluate the school's offerings in the context of his or her needs.

The key to accountability will be a data system that tracks the progress of every participant through each service provider. To ensure that Job Opportunity Grant and Loan recipients are assisted to learn basic skills and achieve competencies that empower them to get a job and become economically independent, the JOG information system will provide performance data on each service provider to consumers, employers, and the accrediting agency.

The system will inform potential students and professionals who are advising them of the "track record" of each provider for students with similar needs. Individualized case management will provide individuals with the best advice and information to enable them to make informed decisions about where to invest their time and money.

To receive a grant and loan an individual must:

- be assessed to determine education level and work-related competencies;
- identify a set of goals that are realistic for the individual and the labor market; and
- prepare a plan that will identify specific measurable goals for education and training and set specific benchmarks against which progress will be measured.

To receive payment from the Job Opportunity Grant and Loan Program an agency must:

- agree to disclose program results and financial information to the central monitoring agency in a standard format using common definitions.
- certify the outcomes of its education and training services to every applicant for training and to the state and/or local accrediting agencies; and
- agree to provide all planned services for the cost of the grant and the loan.

Administration. The governance, planning, and decisionmaking process required to implement JOG requires further study. Complex relationships among the federal government, states, and localities must be developed to enable each to maximize the benefits of this major human capital investment.

The federal government through an interagency governing body shall be responsible for:

- implementing the Job Opportunity Grant and Loan program;
- designing the data retrieval and dissemination system;
- making payments to certified students; and
- collecting loans through the Internal Revenue Service.

The states shall establish a system to:

- certify the capacity of service providers;
- audit the service providers to ensure that they are providing services that are responsive to the needs of applicants;
- provide current information about the labor market to each consumer; and
- coordinate services with other state human service programs.

Cities and counties shall:

- create a case managed system to ensure that each potential student has access to assistance in the development of his or her employment plan;
- monitor the progress of individual students; and
- ensure that each individual has access to an assessment, case management, labor market information, and counseling to develop an informed plan for education and training.

The Challenges of a Universal Job Training System

Policies and programs of this scale will require:

- reliance on individualized training;
- development of competent professional staff;
- utilization of state-of-the-art technology;
- establishment of long-term goals for individual development; and
- accountability to the customer both the employer and the individual.

Individualized Training. Each young person needs different services to become productive, and thus the range, time, and intensity of services will vary depending on the individual's education, experience, and career aspirations. We need a customized service delivery system that can respond to the rapidly changing needs of employers and the needs of unemployed people. There is no single system that will prepare 10 million youth to be productive workers. The problems are individual, and the solutions must be customized to individual needs.

Case management is not new to human services or job training programs. Some of the principles of case management include the following.

- Outreach—identify individuals who are in need of education, training, and supportive services to become productive workers.
- Individual—assessment employ a range of tests and counseling to evaluate the competencies, strengths, and weaknesses of each person.
- Individual—plan for service develop an individualized sequential plan for services for each person with interim benchmarks and measurable outcomes related to overcoming barriers to employment.
- Identification of services—create a catalogue of existing services that contains data on the characteristics of people who have been successfully served by each provider in order to determine which programs serve which people best.
- Monitor service delivery—information must be used to assess the performance of providers and individuals to ensure that they meet program requirements.
- Follow-up—both recipients and employers need to be contacted to ensure that the plan and program meet their needs.
- Evaluation—the system, services, and staff must be evaluated to ensure that the system is responsive and effective.

Case management would help to decentralize services to the level of each individual. Plans would be developed to utilize existing agencies to their maximum potential. If each person followed a single comprehensive plan, duplication would be eliminated. Most important, employers and people in need of services would understand the system and the role played by each agency.

Competent Staff and Service Delivery Organizations. Education and training is very labor-intensive. Success is dependent upon the proficiency of teachers, assessment specialists, coaches, counselors, job developers, and others. Where do we get our trained staff? How much do we invest in their development? Few professionals have been trained for the task of educating, training, and counseling hard-to-serve youth. We need more competent staff and must invest in long-term, task-specific training. We can adapt and build on existing practice, but we must develop the skills of people who are providing direct services to people. We also must develop community-based organizations to reach out to those who have lost hope, to motivate, to provide alternative services, and to instill people with faith that the system can help them achieve their goals.

State-of-the-Art Technology for Employment and Training. Our ability to educate and train youth who have not succeeded in schools or work must be improved. This will require using new technology such as computers, video disks, television, and other interactive modes of instruction. The new technology will necessitate an investment of time and capital, but it is essential if we are to meet our human resource goals.

Our current assessment system must be reexamined. Tests that are based on history often are misleading, especially in times of rapid change. We need to invent new ways of helping young people examine their interests and abilities and plan for a career.

Long-Term Goals for Individual Development. Young people and employers must think about human development in the long term. The first job should not be an end, but rather the first step of an individual's development. Some youth may not pursue higher level skills, while others may continue education or training and become skilled technicians or managers. The system must be established and judged on long-term development of human capital, rather than short-term outcomes.

Employers must look at human resources in developmental terms. Today's entry-level worker can be a skilled and loyal technician. The corporate movement to create high-performance work organizations is predicated upon the ability of an employer to educate and train a more highly trained workforce that is capable of making sound decisions with minimal direction. That is a long-term goal.

Customer Accountability. Accountability is very difficult in a long-term, flexible plan. There must be benchmarks along the way and measures of success for each benchmark. The data used to measure progress must be collected routinely and must feed back into the case management system. There also must be ways to modify the plan as people modify their career interests.

These changes should not be labeled negative outcomes unless the benchmark has not been achieved. If a young person plans to become a mechanic because she likes automobiles and has an aptitude for fixing cars, she should not be a failure because she learns that she is very capable and decides to become an engineer. Long-term success is the best measure of outcomes. The Job Opportunity Grant system must be patient in its assessment of people, programs, and institutions.

Comparison of Job Opportunities Grant and Loan Program and Current Public Policy

	JOG	*CURRENT PUBLIC POLICY*
ELIGIBILITY	An entitlement for all out-of-school youth ages sixteen to twenty-four.	Complex and confusing eligibility for individual programs. It is difficult to combine programs to create a comprehensive service plan.
RANGE OF SERVICES	Any service that is part of a plan that results in employment or upgrading of a career can be paid for with JOG funds.	Each program or funding source has restrictions on the type and scope of service.
SOURCES OF FUNDS	The grant is 100 percent federal funds (50 percent from a special employer tax). The loan comes from a federal revolving fund and will be repaid by recipients through the Internal Revenue Service after they get a job.	Grants are from federal funds with varying amounts of state or local matching funds.
DURATION	Individuals can use JOG for three years of service at any time. The three years need not be consecutive or completed prior to their twenty-fifth birthday.	Each program or funding source has limits on duration.
SERVICE PROVIDERS	Individuals choose a variety of providers, including community-based organizations, colleges, community colleges, trade schools, alternative schools, and social service agencies.	The law, regulations, and administrative policy for each program limit the type of agency that can provide service.
CUSTOMIZED SERVICES	Service plan is geared to the needs of each individual.	Eligible individuals choose from allowable services if they are available.
QUALITY ASSURANCE	Quality and responsiveness of education and/or training will be determined by each recipient, in consultation with a counselor. Individuals have the option of changing service providers if their needs are not being met.	Service providers are accountable to the government agency that funds them. Performance is assessed by measuring outcomes that are stipulated in a contract, in accordance with specific program requirements.
IMPACT OF WORKFORCE	All out-of-school youth are eligible if participation leads to a job, increased competencies, greater productivity, and economic independence. Their increased skills and productivity will repay society's investment in training.	Most services are short term with limited outcomes. They often end when a person gets a job or goes back to school. The ability to increase productivity is limited.

Issues

JOG offers the opportunity for all out-of-school youth to enter the labor force as productive workers. It requires an approved and expanded employment and training system and better utilization of secondary and alternative education. Young people who are in school, but who do not plan to pursue postsecondary education, must be offered the training and information necessary to make the transition to work. Out-of-school youth, both dropouts and high school graduates, need the opportunity to develop their skills, prepare for work, contribute to our economy, and become self-sufficient. The success of a Universal Job Opportunity Grant and Loan program will depend on the capacity of the institutions to provide the education and training and the methods and techniques that they devise to prepare our workforce. It also will require linkages with other social service, income maintenance, education, and economic planning bodies. Some of the critical issues that must be addressed for JOG to succeed are the following.

Income Supports. JOG provides funds to purchase services that will prepare people for jobs. For many poor people education is a luxury that they cannot afford. JOG must be tied to existing income support programs to provide income while people are in school or training. This should include public assistance, unemployment insurance, trade adjustment, dislocated worker assistance, part-time employment, and other combinations of school and work.

Discrimination. JOG can prepare people as productive workers, but it must be coupled with vigorous enforcement of existing equal employment statutes to ensure that trained people are not denied the opportunity to work.

Counseling and Guidance. Young people need information and assistance to make decisions about their future, especially in a rapidly changing labor market. JOG participants must have access to valid labor force information and assistance in making choices about careers, training opportunities, and jobs.

Youth with Multiple Barriers. Some young people will need additional support to help them deal with personal and family obstacles. Single parents need child care. Persons with limited-English proficiency must have language training, and many workers need extensive remedial education. These are but some of the additional barriers to employment that must be addressed for JOG to succeed. JOG will not be able to fund all necessary support services, and thus there needs to be a mechanism to link JOG to human services, housing, transportation, and other services.

Multiplicity of Programs. Which programs should be included in JOG? The Congressional Research Service examined education and training programs and income support programs designed for the unemployed and economically disadvantaged. It found seventy-three programs administered by twelve different federal agencies and overseen by eighteen congressional committees or subcommittees with some jurisdiction over these programs. Rationalization of this complex system within the JOG concept is a difficult public policy and political decision. This is another area for continued study and discussion.

Funding. There is a need for a universal program for all out-of-school youth ages sixteen to twenty-four. How many young people would take advantage of the opportunity 25 percent, 50 percent, or all youth? Some of the costs will be offset by reducing the budgets of other programs. Cost estimates will require further study.

Institutional Capacity. There is a shortage of qualified education and training institutions. The supply of quality programs must be increased, and the standards must be raised. There must be an initial investment to create a stable set of institutions to prepare our workforce and to train the teachers, counselors, case managers, and others who will provide services.

Work as a Developmental Activity. There are a large number of underemployed, inadequately trained young people who are out of school and working in marginal jobs that provide little opportunity for personal or career development. Work experience, learning while performing community service, and on-the-job training must be refined and developed as tools to prepare citizens and workers for productive futures.

Conclusion

The United States should move deliberately toward a *universal policy* regarding education and training to achieve economic independence as a basic human right, not a privilege. That goal is no less basic to national well-being than is ensuring that every American has access to affordable, quality health care.

The stakes in our quest to improve the transition from school to work get higher every day. There is a consensus that something must be done, but no agreement on a single course of action. When confronted with a crisis, American's opt for action. As a consequence, there are many proposals and programs to improve the transition from school to work or to prepare our workforce for the twenty-first century. Each has some merit, though collectively they are not of a scale to affect our economy or the millions of out-of-school youth.

Current budget constraints may dictate that the federal government gradually phase in the Universal Job Opportunity Grant and Loan system to conserve financial resources, and allow procedures for management and accountability to be developed in a few demonstration states. Demonstrations should begin in states that will commit resources to develop and test a universal employment and training system. Full implementation should occur when plans, procedures, techniques, and the capacity to deliver first-rate training are available to serve most Americans.

Society must offer a helping hand to all noncollege students that is no less generous than that provided to those who strive to earn a four-year college degree. Opportunities for the education and training necessary to support one's family and to contribute to the larger community must become the birthright of every citizen, not a privilege available only to a few. Society's investment will be repaid many times by a more productive workforce that enables U.S. companies to be more competitive in the global economy.

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